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ABSTRACT

The basic purpose of the project was to study and determine the nature of the "inadequate ratio" of Indian employment in Arizona's State agencies. The survey study was based on personal interviews and questionnaires furnished to 153 Indian State employees, 71 agency officials, and 25 ex-State employees. Findings indicated that in 1976, while Indians constituted approximately 5.5% of the Arizona population, only 1.49% of a total work force of 32,853 State employees were Indians; they were perceived as being underrepresented at all levels. Of those interviewed in the area of career progression, only 33.8% agreed that Indians had been successful in terms of career advancement; the average stay of State employment for all Indian workers interviewed was only 2 1/2 to 3 years. To implement policies and procedures within State government that will enhance hiring, upward mobility, and retention of Indian employees, the Commission of Indian Affairs recommendations included provisions that employment information and job announcements be distributed to all segments of the Arizona population including Indian reservations; State agency heads inform all new employees about basic civil rights which include grievance and appeals procedures; job training and promotional programs be provided for Indian employees; and Indian employees be placed in job categories until parity objectives are attained. (NEC)

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ARIZONA COMMISSION OF INDIAN AFFAIRS

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October 16, 1978

Mr. Paul Mackey, Executive Director
Four Corners Regional Commission
2350 Alamo S.E., Suite 303
Albuquerque, New Mexico 87106

RE: Indian Employment Within Arizona State Government
FCRC #172-400-055 Document #10750057

Dear Mr. Mackey:

In compliance with the above referenced Contract, Article IV, Reports, B. Final Report, we are hereby submitting the Indian Employment Within Arizona State Government Project Report.

The Report is composed of seven chapters depicting the Project's goals and scope of work in the area of underemployment of Indian people within State government. Recommendations are included for implementation consideration.

The bulk of the project data was ascertained by questionnaires, personal contacts; research of existing materials as well as the analyzation of computerized printouts derived from said questionnaires.

The Commission wishes to acknowledge the assistance and cooperation provided by the administrative and/or personnel officers in the ten selected Arizona State agencies as well as the Indian employees, past and presently employed.

The Commission upon receiving formal approval of the Project Report from the Four Corners Regional Commission, will discuss the findings with Governor Babbitt to secure his support and cooperation in means of implementing the recommendations in an endeavor to make an impact on improving Indian employment practices.

We wish to take this opportunity to express our appreciation to the Four Corners Regional Commission for funding this demonstration project.

The Report findings we hope will prove to be a beneficial tool to be used in implementing policies and procedures that will enhance hiring, upward mobility and retention of Indian employees within State government.

Respectfully submitted,

Clinton M. Pattea

CMP/dd

CLINTON M. PATTEA, Project Director

"INDIAN EMPLOYMENT WITHIN STATE GOVERNMENT"

FOUR CORNERS REGIONAL COMMISSION

DEMONSTRATION PROJECT - FCRC NO. 172-400-055

DOCUMENT NO. 10750057

BY

ARIZONA COMMISSION OF INDIAN AFFAIRS

PHOENIX, ARIZONA

JULY, 1978

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INTRODUCTION

This report of the "Indian Employment Within State Government" project is a culmination of countless meetings over a span of five years, which involved state, federal and tribal representatives in efforts to improve Indian employment conditions in Arizona.

The basic purpose of the project was to study and determine the nature of the "inadequate ratio" of Indian employment in Arizona's State agencies and does not purport to deal with all of the elements attributable to the cause and effect of underemployment among Indian people.

The survey study, based on personal interviews and questionnaires furnished to 153 Indian State employees, 71 agency officials and 25 ex-state employees, resulted in more than 300 pages of computer print-outs which were rearranged, analyzed and condensed into this report.

The main conclusions and recommendations of this study are summarized below.

I. FINDINGS OBTAINED FROM INDIAN STATE EMPLOYEES:

According to more than 68% of Indian workers interviewed, information regarding State employment is not likely to be obtained on an Indian reservation. Moreover, in the opinion of two-thirds of the State employees, information about their jobs came largely from the Department of Economic Security offices scattered throughout the State as a result of announcements distributed by the State's Personnel Division and through a friend.

Significantly, more than 75% of the employees said that the main two reasons why they accepted State positions were: (1) for career advancement and (2) for more job responsibilities. However, when asked to assess their present state jobs, promotional opportunities was listed last by frequency among seven positive factors presented even though the respondents rated State and Federal employment on an equal basis in terms of employer preference.

Upon entrance into State service, more than 40% of the Indian employees denied that they had been informed about basic appeals procedures and civil rights processes; while 38% maintained that they were not briefed on grievance procedures. Furthermore, about three out of every ten Indian employees said that they were not even introduced to training opportunities.

While the orientation procedures for new State employees generally allows for introduction to grievance, civil rights and appeals processes, data gained from the sample of Indian employees interviewed show that State orientation procedures may be less than adequate. If nothing else,

the information gathered reflects clearly the need for improvement in this area. There is no reason why Indian workers -- a group which has suffered discrimination in the past -- should not be introduced to rules and processes established to protect their rights.

Included in this section of the study is data obtained from the Office of Affirmative Action stressing the underrepresentation of Indian employees in State government (Appendix D). For example, only 47 Indians in jobs at grades 21 and over were noted among a total of 490 Indians employed by the State government during 1976. Also, by a margin of better than two to one, more Indian males than females are being placed in upper grade levels (12-25) in State jobs.

These conclusions however, tell only part of the story with respect to Indian employment in State government. The same figures of poor representation of Indians in State government show that Indians are farther below parity than any other ethnic group and thus the most underrepresented in the State's labor force. Moreover, a cursory look at the Indian employment status in State agencies since 1969 also discloses the fact that the trend of Indian underrepresentation in State government service has changed very little, if any.

II. FINDINGS OBTAINED FROM STATE AGENCY OFFICIALS

One major problem reflected in the comments of supervisors is a simple lack of knowledge regarding Indian employees. Indicative of this response is the fact that 40% of the officials -- the largest proportion replying to the question -- had little idea about where Indians go after they resign and why they resigned from State employment. This lack of information is further demonstrated by the 31% of the respondents who did not even know the name of the officer responsible for affirmative action in their agency.

Another weakness of State employment practice was highlighted by 40% of the employers who indicated that their affirmative action programs were simply ineffective. This opinion is shared by about one-third of the respondents who indicated that affirmative action programs tend to benefit other racial minorities more than they help American Indians. Likewise, a full 37% of those interviewed claimed that non-Indians were afforded better chances in being hired while 34.4% indicated that Indians receive fewer promotions. Of course, the low rates of Indians in the top grade levels adds further weight to these assessments.

In general, a meaningful number of state supervisors, ranging from approximately 25% to 40%, were critical of some essential phases of their agency's current program. This overall viewpoint is supported by a majority of the employers surveyed who stressed the need to upgrade the State's affirmative action program with respect to Indian employees.

Data contradicting the well-intentioned, positive comments of State agency administrators revealed some discriminatory attitudes and remarks against Indian employees by a small but substantial portion of employers. For instance, while an overwhelming majority of supervisors reported that alcohol abuse was no problem among their Indian employees, slightly more than one-half of the respondents thought that the reported high level of alcohol abuse among Indians, resulted in negative feelings about Indians and, in effect, interfered with Indian employment and promotions.

When asked to evaluate whether Indians are underemployed in any of six major job categories consisting of (1) top level management/supervision, (2) professional, (3) technical, (4) service/maintenance, (5) skilled craft and (6) clerical workers -- a sizable proportion of the respondents said that Indians were underrepresented at all levels.

Surprisingly, more than half of the employers candidly admitted that having friends in the right places helps in getting promoted.

Finally, based largely on the frequency of comments offered by State officials, it is apparent that affirmative action programs are looked upon with doubt, naivete, vacillation and, in a few instances, outright hostility -- by a small percentage of State agency supervisors.

III. FINDINGS OBTAINED FROM EX-STATE EMPLOYEES

One of the significant clues to the problem of retention among Indian employees in State government is pointed out by data showing the relatively short tenure (2½ to 3 years) of ex-State employees. The reasons furnished by the ex-State employees for this temporary placement in State jobs appear to be mainly due to "project completion" or "depletion of funds" which -- as they have indicated -- may have affected their seniority status and thus, chances for training and promotion opportunities. This situation leads us to suggest that a significant portion of Indian applicants are being placed in State-sponsored, federally-funded projects.

In commenting on their State employment experiences, most of the respondents said that they had never received any type of training. Moreover, 60% replied that they had never been promoted and when two of the respondents asked for promotion, they were both refused. These critical views of State employment practices are summarized by 64% of the sample group who said that State agencies should hire more Indian people.

The responses from the ex-State employees interviewed showed an overwhelming preference for their present jobs over State employment. As a matter of fact, no less than 60% of the former State employees indicated

that their present jobs were more challenging, and provided more responsibilities and better opportunities. A large majority liked their current jobs "very much" and even looked forward to a long tenure with their present employer.

The results of this portion of the sutdy suggests that other full-time positions are being offered to former Indian employees of State agencies who are well-educated (12-14 years of education), mature (34 years old), geographically stable (in the sense that it made little difference whether they lived on or off an Indian reservation) and who even had positive comments to offer about State employment.

Most of these respondents could have been retained as productive State employees if the State would have provided permanent work with opportunities for training and advancement. Perhaps the conclusion to be drawn from the issues presented above is that it may well be that State agencies and universities are simply providing a training ground for better jobs elsewhere for a substantial portion of Indian workers.

IV. RECOMMENDATIONS:

In light of the issues just presented, the Commission of Indian Affairs recommends that:

A. the Personnel Division of the Department of Administration shall continue to be responsible for and iniate action in establishing procedures to improve distribution of State employment information and job announcements as rapidly as possible, to all segments of the Arizona population including Indian reservations.

B. in accordance with Executive Order No. 77-11 (Appendix E), State agency heads be required to inform all new employees about their basic civil rights which include grievance and appeals procedures.

C. each agency head -- where appropriate -- in cooperation with the State Personnel Division, be directed to increase job training opportunities and facilitate promotions of Indian employees by specifying guidelines for well-planned and systematically-organized training and promotional programs for agency personnel.

D. State agencies be encouraged to place Indian employees in job categories where there is insufficient Indian representation until parity objectives are attained.

E. each State agency promote "a sound human relations attitude" by providing for supervisory staff, the following:

(1) regular personnel seminars on Indian employment-related issues such as Indian affirmative action goals;

(2) periodic lectures to enhance understanding of the varied feelings, emotions, experiences, hopes, fears and values of Indian people;

(3) good working environment;

(4) a cooperative atmosphere in which "two-way communications" with Indian employees are fostered and

(5) State policies and procedures that encourage Indian employee job security based on merit and seniority systems through good leadership, recognition and opportunity for employee advancement, fair pay and permanent jobs which help Indian employees to grow as individuals.

In general, progress by State agencies must be intensified in recruiting and qualifying more Indians, so that employees of the State more satisfactorily reflect the State's ethnic composition. Improvements must be made in promoting a greater number of Indians into the decision-making positions found in the upper-echelons of State government. Only in that manner will State government decision-making be made by persons representative of the heterogeneity in Arizona's population.

CHAPTER I

HISTORY

A. BACKGROUND TO THE STUDY:

On October 12, 1973, the Arizona Department of Transportation in cooperation with tribal governments, Indian organizations, the Bureau of Indian Affairs and State agencies, met to discuss ways to improve Indian employment conditions within the Arizona Highway Department. There were more than twenty-five recommendations made at this conference (two of which were approved for immediate implementation.). These two recommendations were: 1) to conduct a study of Indian employment problems and 2) to establish a review board and/or commission to monitor the progress of Indian employment within State government. Shortly thereafter, a voluntary ad-hoc committee of State and Federal officials was organized to discuss current Indian employment problems within State government.

The ad-hoc committee was then reorganized into the Indian Affirmative Action Committee. On February 28, 1975, this committee, representing State agency directors, Governor's representatives, as well as members of the State legislature, met with Governor Castro requesting his support for the Indian labor study and to assist with its funding. General agreement was reached between Governor Castro and the committee representatives that immediate action should be taken to develop guidelines for the Indian labor study and to solicit financial support.

The Indian Affirmative Action Committee was instrumental in organizing the Arizona Indian Employment Conference held in Flagstaff, Arizona, on October 15, 1975. This Conference was co-sponsored by Governor Castro, his Office of Economic Planning and Development, the Arizona Commission of Indian Affairs, the Arizona Department of Transportation, the Inter-Tribal Council of Arizona, and the Navajo nation. At this Conference were representatives from state and federal governments, the private sector, and Indian communities who discussed ways to deal with unemployment and the under-utilization of the Indian labor force in the State of Arizona.

The Flagstaff Conference resulted in the Indian Affirmative Action Committee's issuance of the following policy statement:

> "The participants of the Flagstaff Conference strongly felt that there is an inadequate ratio of Indian people in the State, County, and other governmental entities. The Indian Affirmative Action Committee, through the Office of the

Governor, encouraged that the following actions be supported in order to determine the nature of the "Inadequate ratio" of Indian employment in Arizona's State agencies:

1. State agencies must make available to Arizona Tribes all information on State employment openings; and, that the Tribes must seek and actively pursue appropriate information from State agencies.

2. That an in-depth investigation or study on the employable segment of the Indian population be initiated. Resources of the Tribes must be brought to bear, as well as whatever resources there are, to discern what is the employable population, where it is and how it can be incorporated into the State hiring practices.

3. That new channels of communication be developed between State agencies and tribal people to encourage more Indian people to seek State employment.

4. That legislators be contacted for their support of a better balance of State employment.

5. That a careful review of the Civil Rights Act be conducted to determine Indian employment rights."

The Committee further requests that the Governor initiate three actions:

1. "That the Governor empower and continue to empower the committee as a policy-making group. The committee will make contact with the appropriate State agencies and review and implement recommendations on improving potential employment problems.

2. That the Governor issue an Executive Order recognizing the committee as a policy-making group.

3. That all recommendations of the committee be submitted to the Governor for his consideration and support."

On July 8, 1976, the Indian Affirmative Action Committee was accepted as an Advisory panel under the Arizona Commission of Indian Affairs. Since its legislative establishment in 1953 as a State agency, the Indian Affairs Commission which is responsible for studying conditions among Indians residing in the State, has accumulated data on various aspects of Indian affairs, basically through studies and public hearings.

After its adoption by the Commission, the Indian Affirmative Action Committee prepared to implement "a study of Indian employment conditions

in the State of Arizona." In February, 1977, a formal proposal was submitted to the Four Corners Regional Commission (FCRC). By May, 1977, the FCRC had approved funding for the proposal in the amount of $48,000, largely on the basis that such a study would "improve regional economic conditions through greater Indian employment, retention and upward mobility."

B. HISTORY OF INDIAN EMPLOYMENT:

There are certain historical events which have had an impact in Arizona on the present status of Indian employment. Prominent among these events are: 1) the urban migration phenomenon of recent times and 2) Bureau of Indian Affairs programs.

1. Urban Indian Migration: One factor impacting heavily on Indian employment has been the Indian migration to urban centers since 1955. This historic trend is substantiated by data from the U. S. Census Bureau. In 1975, this source reported that nearly 55% of the American Indian population were residing in urban areas.[1] In Arizona, the rate of urbanization has nearly doubled every ten years. For example, the urban Indian population in 1950 was 4.5% of the total Arizona Indian population; it was 10% in 1960, and 19% in 1970; in 1970 18,174 Indians were living in Arizona's cities.[2] Generally, employment is a primary reason for Indians moving to the city.

However, urban migration is not without difficulty; studies point out that there is mental stress associated with the settlement from one culture to another.[3] The loss of familiar cultural support can result in anxiety, ineffective functioning, and depression.

Urban migration is more than just geographic relocation. It involves change of social and cultural make-up which must somehow be made compatible with the migrant's self-identity. Many times, conflict arises as new value orientations conflict with those of previously held beliefs, values, and self-identity.

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1 Elmer Brewster, An Assessment Of Employment Barriers Confronting The Native American, (Phoenix Indian Center, 1976), p. 8

2 U. S. Bureau of Census, Special Report, PC (2) - IF American Indian, 1970.

3 Donald Harvey and Bernard E. Anderson, Navajo Indian Urban Migration: The Bi-Cultural Man, p.2.

This problem is compounded by differences in cultural values and pattern of behavior. Some of these differences are illustrated in a comparison between Indian and non-Indian values:

TRIBAL OR TRADITIONAL CULTURAL VALUES	URBAN-INDUSTRIAL CULTURAL VALUES
group or clan emphasis	individual emphasis
present oriented	future oriented
time, non-awareness	time, awareness
age	youth
cooperative, service and concern for the group	competition, concern and acquisitions for self
harmony with nature	conquest of nature
giving	saving
pragmatic	theorectical
patience	impatience
mystical	skeptical
shame	guilt
extended family and clan	immediate family
non-materialistic	materialistic
non-aggressive	aggressive
modest	overstates and over-confident
silence	noise
respect other's religion	convert others to religion
religion, a way of life	religion, a segment of life[4]

2. Bureau of Indian Affairs Programs: The Bureau of Indian Affairs was established in 1834 as a part of the War Department, and in 1849 it was transferred to the Department of the Interior. Essentially, the BIA has three major functions: 1) to carry out Indian programs authorized by Congress 2) to act as trustee for Indian lands and resources; and 3) to assist Indian groups in operating their own programs.[5]

From 1961 to 1971, the BIA utilized five programs to reduce Indian unemployment;[6] these programs are briefly summarized below.

Employment Assistance Program: During World War II approximately 65,000 Indians left their reservations either to apply for jobs in war industries or to enter military service. Many did not return to their homes and chose to remain in urban areas following the war. To meet the needs of Indians who sought permanent employment in large cities, the BIA established an employment assistance program to help relocate individuals and families and give advice about employment.

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4 From list given by L. Mayland Parker in Observations Concerning the Causes of Poverty Among Reservation Indian People, (unpublished article prepared for Indian Community Action Project, Arizona State University, Tempe, Arizona, undated), p. 3.

5 William A. Brophy and Sophie D. Aberle, The Indian: America's Unfinished Business, (Norman: University of Oklahoma Press, 1966), pp. 16-17.

6 Keith L. Kay, Developing Indian Employment Opportunities, (U. S. Dept. of the Interior, Bureau of Indian Affairs), p. 37.

Employment Assistance includes such benefits as housing, moving costs, transportation, funds for emergencies, limited health and welfare assistance and household goods for Indians choosing to relocate and work in urban areas.[7]

Adult Vocational Training Program: This program provides for a wide variety of training programs, primarily in urban centers for adults between the ages of 18 and 35. Besides payments for tuition, book fees and other training-related costs, BIA services include transportation, housing, subsistence, counselling, employment orientation and job placement after completion of training.[8]

Public Works Project: In 1961, the BIA initiated an "Accelerated Public Works" (APW) program to upgrade reservation road systems, provide employment training programs and other public works projects, under the provisions of the Manpower Development Training Act.[9]

Force Account Construction Projects: The "Force Account" method adopted by the BIA in 1961 requires employment of Indians to the greatest extent possible:

> *"The Force Account method shall be used when justified by the employment and training of Indian workers, and where the acquisition of equipment can be justified. The contract method shall be used on projects where Indian workers are not available, or where the acquisition of specialized equipment cannot be justified."*[10]

This policy enabled the BIA to provide more employment opportunities to Indians who would not be normally employed if outside contractors were used.

Industrial Development: In 1961, Secretary of Interior Stewart Udall appointed a task force to study ways to provide long-term continued employment for Indians. One recommendation was to establish industrial and commercial programs on or near reservations. This action led to the establishment of a Division of Economic Development within the BIA. By 1965, the BIA division had helped more than 40 Indian tribes in preparing "Overall Economic Development Plans" so that the tribes could qualify for grants, loans and other services authorized under the Area Redevelopment Act of 1961.[11]

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7 *League of Women Voters Education Fund, Indian Country, (League of Women Voters Education Fund, Washington, 1976, first edition), pp. 88-89.*

8 *IBID, p. 89.*

9 *Keith L. Kay, Developing Indian Employment Opportunities, (U.S. Dept. of the Interior, Bureau of Indian Affairs) pp. 41-42.*

10 *IBID, p. 42.*

11 *S. Lyman Tyler, A History of Indian Policy, (Superintendent of Documents, U. S. Printing Office, Washington).*

CHAPTER II

DEMOGRAPHIC CHARACTERISTICS OF INDIANS IN ARIZONA

A. POPULATION CHARACTERISTICS

In 1970, the U. S. Census Bureau reported a total Indian population of 95,812 in the State of Arizona. More current data available indicates a total Arizona Indian population of 134,800, which includes 110,045 living on-reservation and 24,755 living off-reservation.[16] Based on these figures, the Indian population has grown over 40% since 1970 (95,900) and over 60% since the 1960 (83,400) census. The Indian population has increased by 51,400 since 1960.[17] At present, Indians represent 5.5% of the total Arizona population.

More than 50% of the Indian population in Arizona is located in two counties: Apache (35,500) and Navajo (32,250). There are also significant numbers of Indians living in Coconino (18,300), Maricopa (14,300), and Pima (13,600) counties.

The two most populated Indian counties in the State of Arizona also share the dubious distinction of being the most poverty-stricken. According to the 1970 Census, 46.2% of the families in Apache County has below poverty-level incomes (ranked first in the entire State) and Navajo County had 31.7% families below poverty-level income (ranked second in the State). Taken as a whole, the entire State had 11.5% families with incomes below poverty level in 1970.

B. URBAN INDIAN POPULATION:

The "urban" (or off-reservation) Indian population in Arizona tends to be concentrated in three areas: the metropolitan areas of Phoenix, Tucson, and Flagstaff. Other towns with significant Indian populations, which are located adjacent to populous Indian reservations, include Ajo, Holbrook and Winslow.[18]

The present off-reservation population of 24,755[19] is indicative of the continuing trend toward urbanization of Indians in the State. For instance, Flagstaff, bordering the Navajo Reservation, has an Indian population which has grown 102% between 1960-1970 while Tucson's growth of its Indian population has increased by 58% during the same period. Phoenix has experienced an even greater increase in Indian population (132%) between the two Censuses taken and is overshadowed only by Los Angeles, Oklahoma City, San Francisco, Oakland, and Tulsa.[20]

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16 State of Arizona, Development of Economic Security, Office of Planning, March, 1978.

17 U. S. Bureau of Census, 1970 Census of Population, Subject Report: American Indians (1973).

18 Joy Chadhuri, Urban Indians of Arizona, (1974), p. 17

19 Arizona Department of Economic Security, Planning Reports (1978).

20 Joy Chadhuri, Urban Indians of Arizona, (1974), p. 25

C. RESERVATION POPULATION:

The State of Arizona has the largest population of reservation Indians in the United States. Located on 30,701 square miles, Indian lands cover 27% of the State's total land area.

In 1977, the Arizona Commission of Indian Affairs estimated a total reservation population of 134,128.[21] The largest reservation population is the Navajo Tribe, with 81,433, followed by the Gila River Indian reservation population of 8,521.

D. EDUCATIONAL CHARACTERISTICS:

Despite the image of low educational attainment by Indians, this characteristic has slowly changed since 1960. According to the 1960 Census, only 13% of all rural Indians 14 years of age and over were high school graduates. In 1970, the figure had risen to 23%. The urban Indian has fared much better than his rural counterpart. In 1960, 28% of all urban Indians had high school degrees, and by 1970, this had expanded to 42%. A similar difference between rural and urban Indians exists in terms of college-level educational attainment. In 1960, 2.8% of urban Indians had completed college. By 1970, this figure had risen to 4.4%. Rural Indians have been less successful, with less than 1% having completed college-level education in 1960, but improving slightly to 1.1% in 1970.[22]

In the State of Arizona, 22,754 Indian children attended public schools, constituting 4.85% of the total public school population in the State.

In addition, approximately 19,300 Indian children attended BIA operated boarding and day schools, while an estimated 5,287 attended Mission and other church-related or private schools. In spite of educational advancements by Indians in Arizona, a comparison of median number of years completed by various ethnic groups 25 years and older reveals the lowest level of completion for Indians. In 1970, the median number of years of school completed by the White population was (12.3), compared to Black (9.7), Mexican American (9.0), and American Indian (7.8).[23]

In urban areas, the Indian (10.7) has fared better than Mexican Americans (9.2) and Blacks (9.8) but still less than the White population (12.3)[24]

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21 Arizona Commission of Indian Affairs, Tribal Directory, (1977).

22 Urban Associates, Inc. (1974), pp. 38-48.

23 U. S. Commission on Civil Rights, Socio-Economic Profile of American Indians in Arizona and New Mexico, Staff Report #1, Albuquerque/Phx. Hearings, (1972), pp. 7-14.

24 IBID.

E. PHYSICAL CHARACTERISTICS:

Arizona is composed of 113,909 square miles and ranks as the nation's sixth largest State. It is strategically located in the southwestern part of the nation, and one of the Rocky Mountain States. The total land base is divided among private individuals (13 million acres), the State (9 million acres), and the Federal (50.4 million acres) government.[12]

There are nineteen Indian reservations in Arizona, covering nearly 20 million acres or approximately 27% of the State. Largest of the Indian reservations is the Navajo Reservation, which encompasses almost 9 million acres in the State's northeastern corner. Smallest is the 85 acre Tonto-Apache Reservation near Payson in Central Arizona.

Most of the Indian communities were established prior to the territorial days and statehood of Arizona. Each tribe varies widely in culture and degree of development. Some of these tribes have roots that reach far back into the area's pre-recorded history, while others have migrated into the area in the last few hundred years.[13]

F. ECONOMIC CHARACTERISTICS:

Arizona is an unique State because of the diverse economic characteristics of Indian tribes. Each tribe has a distinct economic base stemming in part from the differences of tribal heritage, cultural values, land characteristics, and natural resources. These variations among the tribes make commerce and industry divergent throughout the State. Some Arizona tribes have taken the opportunities offered by modern technology to capitalize on mineral and energy resources for economic development programs while other tribes are still in the planning stages. Scenic and recreational resources are also another revenue-producing source, but the appeal of the Indian reservations is not limited to tourists and outdoor recreation.

Business and industry have discovered some advantages of locating on the reservations. Several reservations have developed industrial parks complete with utilities, transportation facilities, and available labor force. Government agencies, such as the Economic Development Administration,

12 Arizona Land Marks, Arizona State Land Department, Annual Report, 1976-1977 Vol. 8, Book 1.

13 E. Dale, The Indians Of The Southwest, 1949.

Farmers Home Administration, Small Business Administration, Four Corners Regional Commission, Indian Health Service, and Bureau of Indian Affairs, are available to provide a variety of services and assistance to tribes ranging from loans, grants, studies, and training programs for tribal employment. The Federal and Tribal governmental programs provide the largest employment on all the reservations.[14]

G. INDIAN LABOR FORCE CHARACTERISTICS:

The American Indian in Arizona suffers from chronic unemployment and underemployment. This is true of both urban and reservation Indians. In 1976, the BIA estimated that approximately 84,600 Indians living on and adjacent to the reservations in Arizona were of working age. Of this number, 47,219 (or 55.8%) were classified as unemployed.

The low participation of Indians in the labor market is a long-term phenomenon in Arizona, attributable in part to the severe socio-economic disparities that exist between Indians and other ethnic groups. Many of these disparities have been alluded to, specifically in the areas of education and income.

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14 Information Profiles of Indian Reservations in Arizona, Nevada & Utah, Department of the Interior, Bureau of Indian Affairs, Phoenix Area Office, Office of Program Analysis; Arizona Office of Economic Planning and Development, Arizona Indian Community Profile.

CHAPTER III

IMPLEMENTATION

A. INDIAN UNDERREPRESENTATION IN ARIZONA STATE AGENCIES:

A review of the available data relative to Indian employment in Arizona State agencies since 1969 shows an inconsistent pattern of Indian employment representation within State agencies and universities. Overall, Indian employment representation in State government has fluctuated from 1.8% in 1969 to a low of 1.1% in 1973; it then rose to 1.49% in 1976 (See Appendix A). As an example, in 1976, the Arizona Department of Economic Security projected 2.6% Indians as its parity figure for the purposes of developing affirmative action hiring goals. Using this figure, the Indian employment representation of 1.49% indicates an underrepresentation of Indians in DES. The Department of Economic Security then, employed Indians at less than 60% of the proportional rate in 1976.

Of greater significance is the discovery that Indians are disproportionately represented in low level positions as represented in Appendix B. This clear-cut pattern of stratification is graphically illustrated in Appendix C. An examination and comparison of past data indicates a modest, positive trend toward added representation of Indians in the higher grade positions. The percentage of Indians at Grade 20 - 30 increased from 7.4% in 1973 to 9.6% in 1976. However, the 9.6% figure represents a decline from the 16.4% level in 1972 and contrasts dramatically with the 18.7% rate for non-Indians. Moreover, if the 23 "exempt" employees shown in Appendix D were deleted, only 4.9% of Indian employees were in grades 20 - 30.

There is an excessively high concentration of Indians in a limited number of agencies. According to the Governor's 1976 Affirmative Action Report, more than 65% of all State Indian employees are located within three agencies: Department of Economic Security (166), Department of Transportation (99), and the Department of Health Services (16).

B. RESEARCH OBJECTIVES:

Despite Congressional action to improve Indian employment, and the Indian migration to urban areas, the rate of Indian unemployment is higher than any other ethnic group in the United States. Moreover, Indians as a group are employed at lower levels. There are several reasons for this phenomena; this study will examine some of the reasons for the phenomena in the State of Arizona and will recommend action for improving Indian employment within the various State agencies.

The objectives of this study are:

1) To compile data of the available Indian work force on and adjacent to the Indian reservations in the State of Arizona.

2) To list the number of grade levels of Indian State employees.

3) To gather information of Indian employee retention rate and determine reasons for employment resignation.

4) To determine the nature of the American Indian job adjustment and retention and to examine the forces important to employment adjustment including any serious social consequences.

5) To use the information in recommending new strategies in developing policies to effectively deal with the employment problems of American Indians in Arizona State government.

C. METHODOLOGY:

The Indian Employment Within Arizona State Agency study was conducted in five major phases: 1) establishment of contacts with State agencies; 2) review and analysis of existing Indian employment data; 3) formulation of survey questionnaires; 4) implementation of survey questionnaires; and 5) analysis and write up.

1. Establishment of Contacts: The contact people consisted of State personnel such as administrative assistants and agency Affirmative Action officers, with access to agency directors. One purpose for contacting State agency officials was primarily to orient their administrative personnel to the impending study by discussing the study's objectives and request cooperation from each agency involved.

During these first four months, the project staff also devoted time to publicizing the purposes of the Indian employment study by making television appearances, submitting drafts of newspaper articles to statewide and tribal newspapers, and appearing before groups and organizations interested in Indian affairs.

2. Review of Data: The project staff decided to use the data gathered from the Arizona State Personnel Division; U. S. Census Bureau; Governor's Affirmative Action Office; Office of the State Attorney General (Civil Rights Division); U. S. Commission on Civil Rights report, "Indian Employment in Arizona"; Bureau of Indian Affairs and individual State agency reports.

3. Formulation of Questionnaires: Three types of questionnaires were formulated by the field coordinators to be directed at: 1) present Indian

State employees; 2) former Indian State employees; 3) State agency administrative officials.

The intended purposes of the questionnaires were as follows:

1) Present State Employees - "To interview all Indian employees in the ten (10) selected agencies for the purpose of understanding their impressions, experiences and expectations relative to their employment with the Arizona State government."

2) Ex-State Employees - "Send mail questionnaires to a sample of former State employees from 10 selected agencies for the purpose of understanding their past employment experiences with the State, including reasons for termination."

3) Personnel Administrators/Managers - "To interview three (3) administrators, managers, affirmative action officers, etc. (Selected officials will be those who are in a position to influence the hiring, firing and promotion of employees) from 10 selected agencies for the purpose of assessing their attitudes, experiences, and expectations as 'employers' of State Indian employees."

The ten agencies selected for this study were: 1) Department of Economic Security; 2) Department of Transportation; 3) Department of Health Services; 4) Department of Public Safety; 5) Department of Corrections; 6) Department of Agriculture and Horticulture; 7) Department of Administration; 8) Department of Education; 9) Department of Revenue and 10) Department of Game and Fish. The result of the Agency sample is shown in Table 1.

TABLE 1

NUMBER OF INDIAN EMPLOYEES INTERVIEWED BY AGENCY

	AGENCY	NUMBER INDIAN EMPLOYEES	SAMPLE	RESPONSE/RATE	
1.	Health Services	16	16	11	/ 68.8%
2.	Game & Fish	3	3	3	/100.0%
3.	Department of Revenue	5	5	5	/100.0%
4.	Dept. of Education	5	5	6	/100.0%
5.	Dept. of Public Safety	10	9	3	/ 33.3%
6.	Dept. of Corrections	10	8	5	/ 50.0%
7.	Dept. of Agriculture	7	7	3	/ 42.9%
8.	Dept. of Administration	7	7	5	/ 71.4%
9.	Dept. of Transportation	99	45	37	/ 37.4%
10.	Dept. of Economic Security	166	75	75	/100.0%
	Total	328	180	153	/ 85.0%

The purpose for selecting these agencies were: 1) that they employ the largest number of Indian workers; 2) that they would have had more experience in the employment of Indians and 3) as relatively large agencies, they offer more employment opportunities for Indians.

4. Implementation of Questionnaires: In December, 1977, Sister Mary Rose Christy, Director of the Arizona Affiliation of Indian Centers, offered assistance by assigning eight staff members to carry out the interviews of present Indian employees. These interviewers were given two days of training in preparing them to carry out the interviews. The first session, led by Mr. Gordon Krutz, was devoted to orientation concerning the objectives of the study, familarity with survey instruments, training in interviewing techniques, and trial runs. A follow-up session one week later was arranged to allow the trainees to interview Indian employees. The use of this resource allowed the project to increase its data base through the direct interviewing of Indian clients.

In preparation for administering the "employer" questionnaires, the Center for Public Affairs, Arizona State University, was approached in a request for interviewing assistance. Subsequently, the Center was helpful in assigning graduate students to assist in administering the questionnaires. Training and orientation was provided by Dr. Albert Karnig, special consultant to the project and professor with the Center for Public Affairs.

5. Survey Sample: Arizona Indians working for the State are scattered throughout the State, with the largest concentration in metropolitan Phoenix. In consideration of both time and budgeting limitations, a 55% sample was derived from the 328 Indians who are presently working for the State.

CHAPTER IV

INDIAN EMPLOYMENT IN ARIZONA STATE GOVERNMENT

A. INTRODUCTION:

One of the major research objectives of the Indian Employment Study was "to gather information about the extent, causes, and nature of the problems and patterns of adjustment associated with employment of the American Indian, along with the forces which contribute to such adjustment problems and their consequences." To meet this objective, project staff developed a questionnaire directed at assessing 1) Indian pre-entry status; 2) the entry process; and 3) work conditions.

After weighing each of the ten State agencies with Indian personnel by a factor equal to their respective shares of the Indian work force employed by the State, a sample of Indian workers was drawn. The size of the sample was predicated on the limited time frame in which the survey had to be completed, the great dispersion of Indian employees throughout the State, and the number of available Indian interviewers (generously contributed by the Arizona Indian Centers, Inc.) who were subsequently trained. In all, 153 Indian workers were interviewed, representing ten State agencies with Indian personnel, located in various areas of Arizona.

B. DEMOGRAPHIC CHARACTERISTICS OF INDIAN EMPLOYEE SAMPLE:

The median age level of the respondents was 32. Almost an equal proportion of males (50.7%) and females (49.3%) were represented in the sample. About two-thirds were married and one-fourth were single. Of the total of 145 responding to the questioning, 117 or 81% of the respondents claimed to be fullbloods; 9% stated that they were one-half Indian by blood quantum; while 7% replied that their degree of Indian blood was one-fourth.

TABLE 2

(1)		(2)			(3)	
SEX		MARITAL STATUS			TRIBAL ROLL	
MALE (%)	FEMALE (%)	SINGLE (%)	MARRIED (%)	DIVORCE (%)	YES (%)	NO (%)
50.7 (n-77)	49.3 (n=75)	23.7 (n·36)	62.5 (n=95)	6.6 (n-10)	90.0 (n=126)	10.0 (n=14)

As displayed in Table 2, nine out of every ten Indian employees affirmed that they were listed on a tribal roll even though 37% indicated they were not born on a reservation. In all, 56% further stated that, presently, they were not living on an Indian reservation. Of the employees interviewed, 81.4% said that they make visits to their reservations, although the frequency and extent of the visits were not determined in this study. "Visiting Relatives" (89.2%) and friends (76.7%) were the two main reasons given for trips to the reservation (See Table 3).

TABLE 3

REASONS FOR VISIT TO RESERVATION

REASONS	YES (%)	NO (%)
1. Visit relatives	89.2 (n=66)	10.8 (n=8)
2. Visit friends	76.7 (n=56)	23.3 (n=17)
3. Attend tribal activities	60.6 (n=43)	39.4 (n=28)
4. Take care of business	59.2 (n=42)	40.8 (n=29)
5. Other	45.0 (n=9)	55.0 (n=11)
6. Attend religious functions	43.8 (n=32)	56.2 (n=41)
7. Seek medical care	38.9 (n=28)	61.1 (n=44)

On the average, a majority of the respondents had completed a little better than four years of high school, which compares quite favorably with other tribal members at the reservation level. Likewise, the median education of eighth grade, attained by both mothers and fathers of the group studied, is considerably higher than that achieved generally by Indians of that generation.

Not surprisingly, as Table 4 shows, the two primary reasons given by Indians for leaving their respective reservations were economic and educational. Approximately 58% left to look for a job, and roughly 55% said they departed the reservation to attend school.

TABLE 4

REASONS FOR LEAVING RESERVATION

REASONS	YES (%)	NO (%)
1. To look for a job	57.6 (n=38)	42.4 (n=28)
2. Attend school	54.7 (n=35)	45.3 (n=29)
3. Other	50.0 (n=11)	50.0 (n=11)
4. More things to do off reservation	40.3 (n=27)	59.7 (n=40)
5. Dislike tribal life-style	4.5 (n=3)	95.5 (n=63)
6. No friends or relatives left	4.5 (n=3)	95.5 (n=63)

C. PAST EMPLOYMENT:

As represented in Table 5, a large majority of the respondents (70%) had worked on a full-time basis in Arizona prior to being hired by State agencies. Most of those questioned had worked in private businesses (47.2%), tribal governments (27%) and federal agencies (23%), but about half (51%) indicated that their previous job was less beneficial than their present employment

TABLE 5

STATUS OF LAST JOB

FULL TIME		MORE BENEFICIAL THAN NOW		
YES (%)	NO (%)	WORSE (%)	BETTER (%)	SAME (%)
70.3 (n=109)	29.7 (n=46)	50.7 (n=69)	35.3 (n=48)	14.0 (n=19)

The respondents were evenly divided in their choice of employer: 40% preferred to work for the Federal government compared to 39% who would rather work for State agencies as shown in Table 6.

TABLE 6

PREVIOUS AND PREFERRED EMPLOYER

EMPLOYER	PREFERENCE	PREVIOUS
	YES (%)	YES (%)
1. Federal government	40.0 (n=60)	23.1 (n=33)
2. State government	39.3 (n=59)	14.0 (n=20)
3. Tribal government	8.0 (n=12)	26.6 (n=38)
4. Self-Employment	5.3 (n=8)	10.8 (n=15)
5. Private business	2.7 (n=4)	47.2 (n=68)
6. Other	2.7 (n=4)	20.0 (n=17)
7. County government	2.0 (n=3)	4.9 (n=7)

D. THE INDIAN PERSPECTIVE OF STATE SERVICE:

1. Hiring Process: According to slightly more than 68% of those interviewed, information about State employment is not likely to be found on an Indian reservation. As a matter of fact, of those responding to the questionnaire, 37% found out about their job from employment offices of the Department of Economic Security and 31% through a friend. As indicated in Table 7, only 15% had used the services of the State Personnel Division of the Department of Administration directly to obtain their information.

TABLE 7

SOURCE OF JOB INFORMATION

SOURCE	RESPONSE (%)
1. DES Employment Office	36.6 (n=45)
2. Friend	30.9 (n=38)
3. Personnel Division	14.6 (n=18)
4. Newspaper	10.6 (n=13)
5. Relative	3.3 (n=4)
6. Tribal representative	3.3 (n=4)
7. Radio - TV	0.8 (n=1)
8. On-reservation	32.2 (n=49)
9. Off-reservation	67.8 (n=103)

When information was received, a considerable number of respondents (84%) experienced very little difficulty in obtaining application forms, and a similar percentage (87%) of State employees found such applications fairly simple to fill out.

Various reasons were given for accepting a position with the State, but most respondents thought the job for which they applied would provide for career advancement (78.3%) and more responsibilities (76.6%). See Table 8. When questioned further on their reasons for taking a State job, about two-thirds of the Indian employees thought their new position would offer more pay. A little more than one-half stated that their acceptance of a State position was a matter of "personal convenience," such as being closer to home. In terms of understanding the opportunity structure of Indians in Arizona, perhaps most important is the finding that no less than four out of every ten respondents replied that they were "desperate for any job."

TABLE 8

REASONS FOR ACCEPTING STATE JOB

REASONS	AGREE (%)	DISAGREE (%)
1. Career advancement	78.3 (n=112)	21.7 (n=31)
2. More responsibility	76.6 (n=108)	23.4 (n=33)
3. More pay	66.9 (n=99)	33.1 (n=49)
4. Personal convenience	54.8 (n=75)	45.3 (n=62)
5. Desperate for any job	47.8 (n=65)	52.2 (n=71)
6. Easier job	45.4 (n=64)	54.6 (n=77)
7. Other	60.0 (n=12)	45.0 (n=7)

2. Orientation: Answers to our questions on orientation procedures indicated that, by and large, Indian applicants were given a basic introduction to supervisors, co-workers, wage and fringe benefits, employment regulations and work area. Nevertheless, only a bare majority of 53.5% of the respondents stated that they had received an orientation concerning appeals procedures. While approximately 40% denied that they were briefed on civil rights and grievance procedures. Further, almost three out of every ten Indian employees maintained that they were not introduced to training opportunities, as shown in Table 9 below.

TABLE 9

JOB ORIENTATION ELEMENTS

INTRODUCED TO	YES (%)	NO (%)
1. Supervisors	95.5 (n-143)	6.5 (n=10)
2. Co-workers	88.2 (n=134)	11.8 (n=18)
3. Wages, fringe benefits	86.7 (n=130)	13.3 (n=20)
4. Work rules	86.1 (n=130)	13.9 (n=21)
5. Work area	85.8 (n=133)	11.9 (n=18)
6. Training opportunities	69.2 (n=101)	30.8 (n=45)
7. Grievance procedures	68.3 (n=86)	37.7 (n=52)
8. Civil rights procedures	58.5 (n=79)	41.5 (n=56)
9. Appeals procedures	53.5 (n=69)	46.5 (n=60)
10. Other	17.4 (n=8)	82.6 (n=38)

3. Job Satisfaction: When presented with examples of how employees rate their jobs within State government, most of the respondents (80% - 90%) answered that their jobs were: interesting and offered important responsibilities; that they had friendly co-workers and helpful supervisors; and the job provided a challenge (See Table 10). Ninety-one percent of the State employees surveyed were found to be permanently employed, and practically all of them (97.4%) placed convincing importance on punctuality. In terms of self-concept, 90% of the Indian employee respondents were of the opinion that, as State employees, they were just as good as others. This finding indicates that related traits such as self-confidence, pride in work and self-awareness are common among Indian workers in State government.

On the question of the importance of getting along with co-workers, practically all of the Indian respondents agreed that such cooperation was necessary. In a follow-up to this question by project interviewers, 97% of the employees indicated that they did in fact get along with their fellow workers. This aspect of the study suggests, then, that Indians ordinarily establish positive interpersonal relations in their work places.

TABLE 10

EVALUATION OF JOB BY EMPLOYEES

INDICATORS	AGREE (%)	DISAGREE (%)
1. Important job responsibilities	90.3 (n=139)	9.7 (n=15)
2. Interesting job	89.5 (n=137)	10.5 (n=16)
3. Friendly co-workers	84.9 (n=129)	15.1 (n=23)
4. Challenging job	82.0 (n=123)	18.0 (n=27)
5. Helpful supervisor	81.6 (n=124)	18.5 (n=28)
6. Good wages	66.7 (n=102)	33.4 (n=51)
7. Promotional opportunities	59.1 (n=84)	40.8 (n=58)
8. Other	50.0 (n=9)	50.0 (n=9)

4. Obstacles: Noticeably, 41% of the Indian persons surveyed replied that their job did not meet their own expectation in promotional opportunities, as represented in Table 10; at least 33% expressed the opinion that they did not receive "good wages." There is, then some degree of dissatisfaction with the chances for promotions and salary levels.

In an effort to assess the extent of cultural barriers which may hinder the effectiveness of Indian employment in State government, several questions were asked in this important area. The data indicates

that, while approximately three-fourths of Indian employees speak their native language, 85% of the workers thought that this was not a barrier to employment. Such an observation, although somewhat contradictory to employer opinions, corresponds with 87% of those queried who disagree with the proposition that to be successful, one has to give up one's tribal values and culture.

5. Promotional Opportunities: All of the Indian employees were asked about career advancement in their respective jobs. One question dealt with whether they had ever been promoted since their employment with the State. Eighty percent of the employees stated that they had been promoted at least once, and attributed their promotions to job performance, training and seniority status, in that order. See Table 11.

TABLE 11

FACTORS EMPLOYEES ATTRIBUTE PROMOTION TO

PROMOTIONAL FACTORS	YES (%)	NO (%)
1. Job performance	93.0 (n=120)	7.0 (n=9)
2. Additional training	57.7 (n=71)	42.3 (n=52)
3. Seniority status	32.0 (n=39)	68.0 (n=83)
4. Friendship	24.0 (n=29)	76.0 (n=29)
5. Indian/Minority preference	14.0 (n=17)	86.0 (n=104)
6. Other	32.6 (n=15)	67.4 (n=31)

However, when questioned further, some barriers to promotions surfaced from results of the questionnaires as shown in Table 12; e.g., 65% thought that having friends in the right places helps in getting promoted; one of every two respondents agreed with the suggestion that supervisors favored their own friends over others when recommending promotions; about one-third contended that Indian employees are not given the same chances at job and promotions as others are; and a greater number of respondents (41.9%) thought that their job fails to provide "excellent promotional opportunities," despite the fact that the primary reason given for accepting their present State job was for career advancement as noted in Table 8.

In the main, however, a substantial majority believe that career advancement practices in State employment, although insufficient, do provide for promotional opportunities. This observation is reflected by 69.7% of those Indian employees who agreed that supervisors really do consider training and experience in recommending promotions (Table 12).

TABLE 12

OTHER COMMENTS ABOUT JOB

COMMENTS	AGREE (%)	DISAGREE (%)
1. Punctuality is important	97.4 (n=150)	2.5 (n=4)
2. Getting along with co-workers is important	96.6 (n=142)	3.4 (n=5)
3. Indians make as good an employee as others	91.3 (n=137)	8.7 (n=13)
4. Have been promoted in job	80.0 (n=120)	20.0 (n=30)
5. Supervisors do consider training and experience in making promotions	69.7 (n=101)	30.3 (n=44)
6. Indians are given the same chances at jobs and promotions as others are	68.0 (n=87)	32.1 (n=41)
7. Having friends in the right places helps in getting promoted	64.6 (n=95)	35.3 (n=52)
8. Job provides excellent promotional opportunities	58.1 (n=86)	41.9 (n=62)
9. Supervisors recommend friends over others when making promotions	52.0 (n=63)	47.9 (n=58)
10. Had problems with supervisor recently	25.5 (n=48)	74.5 (n=111)

In our analysis of questions meant to ascertain the factors which Indian employees believe are used by State agency employers in making or recommending promotions, project staff found a solid majority believed that the criteria used were based on: 1) dependability; 2) job performance; 3) work experience and 4) job skills -- in that order. When questioned further to determine what factors they thought <u>should</u> be considered important by their supervisors in recommending promotions, the respondents cited the same criteria presented above, with very little variation.

However, although the four employment characteristics mentioned above were highly thought of as ideals to be considered when making promotions, not all respondents were satisfied with current up-grading practices in their State agencies as noted earlier in this section. One employee expressed this predicament by saying that "I can't get a promotion like I want to because my job performance is not recognized like it should." Another characterized the situation disparagingly in the following manner: "There are no real opportunities for advancement in State jobs. Most people who remain, stay on forever, thus making it difficult for younger employees to advance." A third simply stated the prevailing attitude on

promotions expressed by employees interviewed: "I feel if your job performance is good, you should be considered for a promotion." Unfortunately, many Inidan workers believe that they have been passed over despite their creditable performances on the job.

TABLE 13

VIEWS OF PROMOTIONAL FACTORS

PROMOTIONAL FACTORS	WHAT EMPLOYEES BELIEVE ARE CONSIDERED IMPORTANT BY STATE EMPLOYERS (%)	CONSIDERED IMPORTANT BY EMPLOYEES
1. Dependability	96.6 (n=141)	98.0 (n=145)
2. Job performance	95.2 (n=140)	99.3 (n=146)
3. Work experience	94.5 (n=138)	94.6 (n=140)
4. Job skills	94.0 (n=140)	98.0 (n=147)
5. Commitment to job	90.4 (n=122)	90.3 (n=131)
6. Personality	88.2 (n=127)	89.7 (n=131)
7. Education	86.8 (n=118)	87.5 (n=126)
8. Leadership qualities	81.2 (n=104)	84.9 (n=118)
9. Personal appearance	77.1 (n=108)	85.5 (n=118)
10. Good health	76.9 (n=100)	80.6 (n=108)
11. Test scores	75.0 (n=96)	76.5 (n=104)
12. Loyalty to State government	67.3 (n=80)	64.0 (n=80)
13. Minority preference	66.1 (n=80)	76.0 (n=95)
14. Indian preference	59.5 (n=75)	75.8 (n=97)
15. U.S. Patriotism	51.4 (n=54)	49.1 (n=60)
16. Political party affiliation	23.4 (n=23)	21.1 (n=24)

E. UNDEREMPLOYMENT: THE DISTRIBUTION OF INDIAN EMPLOYEES:

As noted in Chapter II, Indians constitute about 5.5% of the total Arizona population. Yet, according to figures released by the State's Affirmative Action Office, only 1.49% were employed among a total work force of 32,853 State employees in 1976. This percentage underscores the underrepresentation of Indians in State employment already commented upon in Chapter III. Mild improvement has been made, however, in this area. For example, where average grade level attained by State Indian employees was grade 10 in 1976, the median grade level of the sample of 153 Indians interviewed was found to be grade 12. Yet this improvement in grade levels still contrasts sharply with the underrepresentation of Indians in key positions above grade 20, i.e., in the policy, decision-making levels. Only forty-seven out of 490 Indian employees in positions at

grade 21 or higher were noted among a total of 490 Indians employed by State agencies. By a margin of better than two to one, more Indian males than females in State government are being placed in the upper grade levels (12 - 25). (See Appendix D).

F. CONCLUSIONS:

This section of the Indian employment survey contributes somewhat to our understanding of some problems Indians perceive they encounter once employed by the State. As an example, although Indian employees were just as receptive to working for the State as they would the Federal government, it was apparent that of all State agencies only the job service offices of DES were making a significant impact in getting State employment information to their Indian clients.

Also, in this part of the study, several weaknesses in orienting Indian employees to grievance, civil rights and appeals procedures were pointed out. Such deficiencies, no matter how small, should neither be condoned nor viewed with indifference by any professional administrator.

Although unfair treatment, threats or barriers to Indian employment were not studied in depth, some dissatisfaction was noted by at least one of every four Indian workers. A large part of this Indian dissatisfaction is reflected in critical assessments of the career and promotional practices adopted by State agencies. For example, while more than three-fourths of the Indians had high expectations of career advancement when they accepted their jobs, their own evaluation of their present job situation found in Table 11 indicated that among seven positive employment factors presented, promotional opportunities was listed last by frequency. Moreover, less than 60% of the respondents thought that their job provided "excellent promotional opportunities," even though 80% of the employees had said that they had been promoted at least once since being hired.

Generally, when juxtaposed with the strong negative reaction articulated by the respondents against hiring, orientation and promotion practices used by State agencies, there was minimal response to outright discrimination in other employment areas of State government. While the results of the data compiled reveal only a small portion of the total employment situation, the findings leave little doubt that much more needs to be done by State agencies if affirmative action among Indian employees is to have any meaning at all.

CHAPTER V

STATE AGENCY EMPLOYER-EMPLOYEE RELATIONS

The Employer Questionnaire, developed as an aspect of the "Indian Employment Within State Government" study, is composed of two parts. The first section deals with questions on the nature of affirmative action programs being carried out by the ten State agencies studied. The second part is aimed at obtaining information on Indian employees from the perspective of State agency supervisors, or administrators; i.e., how supervisors rate Indian employees and what they believe are the chief problems encountered by Indian workers. Trained and experienced non-Indian staff members conducted interviews with seventy-one supervisors and bureau chiefs representing departments shown in Table 14.

TABLE 14

STATE AGENCIES AND NUMBER OF OFFICIALS CONTACTED

	AGENCY	NUMBER OF OFFICIALS	PERCENT
1.	Arizona Dept. of Transportation	7	9.9
2.	Corrections	8	11.3
3.	Dept. of Economic Security	9	12.7
4.	Dept. of Health Services	8	11.3
5.	Game & Fish Commission	2	2.8
6.	Agriculture & Horticulture	5	7.0
7.	Dept. of Revenue	9	12.7
8.	Dept. of Administration	12	16.9
9.	Dept. of Public Safety	4	5.6
10.	Dept. of Education	7	9.9
	TOTAL	71	100.0

A. EMPLOYER KNOWLEDGE AND PERCEPTION OF AFFIRMATIVE ACTION PROGRAMS:

The first items on the questionnaire were designed to probe the Employer's knowledge and perceptions of the effectiveness, commitment and progress of affirmative action programs in the individual State departments. All seventy-one supervisors interviewed indicated that their agencies do have such programs. However, not all administrators (31%) knew of the one person responsible for carrying out their agency's affirmative action plans. The effective operation of affirmative action

programs requires close interaction between the affirmative action officer and supervisors, and it was surprising to find that 31% of the sample did not even know the officer's name.

In response to a question asking whether the State of Arizona placed too much emphasis on affirmative action goals, a large majority (89%) of the respondents disagreed. When questioned further on the merits of their agencies' affirmative action programs as they relate to Indian employees, six out of every ten employers thought that State agencies provide a good atmosphere to attract minorities for State jobs, while an even larger percentage (90%) agreed that Indian employees are given better chances at State employment than other ethnic groups.

This viewpoint was contradicted, however, when employers were asked to assess non-Indian chances of being hired and promoted. The types of responses reveal some weaknesses in present affirmative action programs throughout the ten State agencies evaluated. For example, a significant employer group of 37.3% agreed that non-Indians, rather than Indians, were afforded better chances at State employment. Moreover, more than one-fourth (26.8%) also suggested that non-Indians had been given better promotional opportunities than Indians.

B. *STATE AGENCY COMMITMENT TO AFFIRMATIVE ACTION:*

The Indian Employment Study also attempted to evaluate State agency commitments to affirmative action plans. In response to the first question, which asked employers to rate their affirmative action programs from "strong" to "weak," 69% of the supervisors/managers interviewed thought their respective agencies had strong affirmative action programs, while 29% characterized their programs as being moderately strong.

An indication of how employers felt about their agencies' commitments to affirmative action is disclosed in comments such as: "I think the State must act with more commitment" and "If it hadn't come along, we would still be in the world of discrimination we were in 10-15 years ago."

C. *EFFECTIVENESS OF AFFIRMATIVE ACTION PROGRAMS:*

When asked about the effectiveness of their affirmative action program, 42% indicated that their program was ineffective. One employer went so far as to say that affirmative action programs were a form of "reverse discrimination." Part of the difficulty met by affirmative action in dealing with Indian employment may revolve around

a certain lack of sympathy to affirmative action programs displayed by at least some supervisors. For example, one manager said that "Uncle Sam should stop supporting them" while another critically remarked, "We have a double standard system: one for minorities, one for non-minorities." A third respondent gave the opinion that "Undue pressures are placed on management to hire minorities over a better qualified non-minority."

D. STATUS OF AFFIRMATIVE ACTION IN STATE AGENCIES:

Generally, however, 80.3% of the State agency supervisors do acknowledge racial disparities in employment and the inequity of Indian underrepresentation within their departments. This observation is supported in part by the fact that 64% of the employers feel that the State of Arizona does have a social responsibility to hire Indians in more representative numbers. This attitude is further shared by 66.1% of the supervisory staff who suggested that affirmative action programs tend to benefit other racial minorities more than they help American Indians. A similar proportion (two-thirds) of the employer group recommended that more employment opportunities also be developed specifically for Indians. Such views are typified by the following remarks: "A strong effort needs to be made by the Personnel Commission and Indian agency to find Indians qualified for positions at all levels and encourage them to compete for these positions."

E. AREAS OF INDIAN UNDEREMPLOYMENT:

When asked to evaluate whether Indians are underemployed in any of six major job categories -- consisting of (1) top level management, supervision, (2) professional, (3) technical, (4) service/maintenance, (5) skilled craft, and (6) clerical workers -- a sizable proportion of the respondents said that Indians were underrepresented at all levels by percentages ranging from a low of 69% for the skilled craft category to a high of 82.5% for the professional field (See Table 15). Perhaps the recognition by State administrators of the poor rate of Indian representation at all levels of State employment is best explained by one supervisor, who stated frankly, "Affirmative action is stressed at low level positions. Did you ever hear of affirmative action being pushed at top level positions? The State has built-in career barriers. You can only go so far." Another supervisor added, "We have never seen an Indian on the certification list."

TABLE 15

AREAS OF UNDERREPRESENTATION

JOB CATEGORY	YES (%)	NO (%)
1. Professional	82.5 (n=52)	17.5 (n=11)
2. Technical	81.4 (n=48)	18.6 (n=11)
3. 1st Line Management/Supervisory	78.1 (n=50)	21.9 (n=14)
4. Clerical	75.4 (n=46)	24.6 (n=15)
5. Top Management Officials and Administrators	75.0 (n=48)	25.0 (n=16)
6. Service/Maintenance	70.9 (n=39)	20.1 (n=16)
7. Skilled Craft	68.9 (n=31)	31.1 (n=14)

F. EMPLOYER EVALUATION OF INDIAN EMPLOYEES:

The study made an attempt to appraise the employer's assessment of Indians as employees. For instance, when the question was asked if Indians made good employees, an overwhelming majority (93%) of the respondents affirmed that Indians do make good employees, but were not considered assertive enough by 54.2% ("It falls back to lack of self-confidence...They aren't applying for the jobs"). More than one-half (54%) thought that Indians would rather work on their own reservations ("Much of the best talent stays on the reservations"). According to data represented in Table 16, better than one out of three employers (38%) were of the opinion that Indian employees tend to isolate themselves from their fellow co-workers ("Indians are shy. They have a hard time meeting people.").

However, these negative impressions about Indian employees were refuted implicitly when a sizable margin of those questioned (85.7%) agreed that Indian employees do take advantage of training opportunities made available to them. Coupling this finding with the 93% response that Indians make good employees, we are left with the clear impression that Indians are good workers, who avail themselves of training opportunities. But employers nevertheless perceive cultural differences, such as greater "shyness" and "lack of assertiveness" among Indian employees.

When asked about State Indian employee absenteeism, 69% of the employers disagreed that Indians are absent from work more often than other employees; in fact, a larger proportion (85.1%) indicated that Indian employees were punctual. This assessment is supported by 81% of the supervisory/administrative personnel interviewed who consider Indian workers to be dependable. Although very little information was available to check out the extent of the employers' direct personnel relations with Indian employees for comparison, when asked if Indians were capable of handling

responsible, high-level positions, 86% of the group interviewed thought that Indians did not have difficulty. However, in somewhat of a turn-about to this observation, 44.8% of the State officials interviewed, agreed with the statement that Indian employees lack skill and training more than other ethnic employees.

TABLE 16

EVALUATION OF EMPLOYEES BY EMPLOYERS

INDICATORS	*AGREE (%)*	*DISAGREE (%)*
1. Indians make good employees	*92.8 (n=51)*	*7.3 (n=4)*
2. Indians not assertive enough	*54.2 (n=32)*	*45.7 (n=27)*
3. Indians prefer working on their reservation	*63.1 (n=21)*	*36.8 (n=21)*
4. Indians isolate themselves	*38.4 (n=23)*	*61.7 (n=37)*
5. Indians fail to use training opportunities	*14.3 (n=8)*	*85.7 (n=48)*
6. Indians are more absent	*30.8 (n=16)*	*69.3 (n=36)*
7. Indians are less punctual	*14.9 (n=7)*	*85.1 (n=40)*
8. Indians are dependable	*80.7 (n=46)*	*19.3 (n=11)*
9. Indians have difficulty handling top level positions	*13.0 (n=6)*	*86.9 (n=40)*
10. Indians lack skill & training	*44.8 (n=26)*	*55.2 (n=32)*
11. Indian culture is a barrier to employment success	*45.4 (n=25)*	*54.5 (n=30)*
12. Inabilitiy to speak fluent English is a barrier	*72.7 (n=48)*	*27.3 (n=18)*
13. Indian employees are singled out for violations of work rules	*1.7 (n=1)*	*98.3 (n=59)*

G. <u>EMPLOYMENT BARRIERS</u>:

Next, the study sought to determine the types of barriers that Indian employees may encounter. Information was solicited from the management staff regarding some possible work problems experienced by Indians in State employment. Interviewers inquired whether Indian culture and values pose barriers to success on the job. Almost one-half (45.4%) of the supervisors maintained that culture was indeed a hindrance to Indian success on the job; this response was strongly reinforced by the viewpoint taken in a related question by 72.7% of the employers who believed that the inability of Indian employees to speak fluent English was a handicap to successful employment. An example of this attitude was expressed by one respondent in the following manner: "There is a bias against Indians because of cultural differences and there is a chilling effect that the Indians themselves

feel because they don't see themselves making any progress and they don't see any Indians in top administration."

An effort was made to evaluate possible employment practices inconsistent with State affirmative action goals. In this regard, the State supervisors interviewed were asked if they thought Indian employees were singled out for violating employment regulations. Not surprisingly, nine out of ten supervisors strongly disagreed with the suggestion that Indian employees are singled out for breaking work rules.

Another factor, which is believed to be hampering Indian employment success and considered by Indian leaders to be the number one problem experienced in many Indian communities, is the problem of alcohol abuse. This part of the survey sought to ascertain the attitude of non-Indian employers with respect to "the reported high level of alcohol abuse among Indians in general." Several questions were asked of the selected State supervisors regarding problems associated with alcohol abuse among Indian employees.

The first question pertained to the employers' feelings about hiring Indians into State employment in light of the high rate of problems due to alcohol abuse among Indian people. As indicated in Table 17, the respondents were practically divided evenly on this question -- 51.7% of those responding felt that the reported high level of alcohol abuse among Indians is one reason why Indians are not hired or are passed over for promotions, while 48.3% thought that such reports were not factors in the hiring and promotions of Indian applicants. However, when asked if the instability factor arising from alcohol problems was one of the reasons Indian applicants are not hired or promoted in their particular agency, a large majority of the employers (86%) thought that this was not true. An even larger percentage (92.2%) indicated that alcohol abuse among their agency's Indian work force was not a significant problem.

TABLE 17

EVALUATION OF ALCOHOL ABUSE AND ITS EFFECT ON INDIAN EMPLOYEES

HIRING & PROMOTION FACTORS	AGREE (%)	DISAGREE (%)
1. Reports on high rate of alcohol abuse among Indians do cause negative feelings in hiring Indians in State agencies	51.7 (n=30)	48.3 (n=28)
2. The instability factor arising from alcohol abuse is a reason for Indians not being hired or promoted	14.0 (n=8)	86.0 (n=49)
3. Alcohol abuse is a problem among Indians employed by State agencies	7.8 (n=4)	92.2 (n=47)

H. CAREER OPPORTUNITIES:

State agency supervisors were interviewed by project staff on career advancement opportunities for Indian employees. Table 19 represents some of the results obtained. In answer to one question in this area, a little more than one-half (52.2%) of the supervisory staff agreed that having friends in the "right places" helps in getting a promotion, but disagreed by a margin of two to one to the suggestion that State administrators recommend friends over others when they recommend promotions. In asserting such an attitude of fairness and the practice of providing equal opportunity for all, 95.3% of the group interviewed indicated their disagreement with the statement that Indians are given better chances at promotions than others.

To determine if substantial differences existed in the views of supervisors and Indian employees, interviewers asked employers their perception of what factors Indian employees feel are important in leading to promotions. A list of 16 employment characteristics were presented for consideration; the results are enumerated in Table 18 by frequency of their importance, as indicated by the respondents. As noted in the Table, the supervisors responding were unanimous in agreeing that both job skills and experience are seen as being equally the most important factors by Indian employees, while better than 90% of the employers stated job performance, dependability, personality, personal appearance and commitment to job, in that order, are additional factors which Indian employees believe are important in obtaining a promotion.

When the supervisors were presented with the same list of sixteen characteristics and asked to choose what they themselves thought were important, all of those responding (100%) agreed that job performance, dependability and commitment to job were of equal importance to them in making promotions. As well, four other factors, namely, job skills, work experience, personality, and leadership ability, were considered as keys to promotion by more than nine out of every ten respondents.

The responses by employers concerning the factors Indians believe important for promotions and the characteristics employers they themselves look for are remarkably congruent. Employers, then, see Indians as emphasizing precisely the same traits -- e.g., dependability, job skills, job performance -- that the employers themselves consider most critical.

TABLE 18

VIEWS OF PROMOTIONAL FACTORS

PROMOTIONAL FACTORS	EMPLOYERS BELIEVE CONSIDERED IMPORTANT BY INDIAN WORKERS (%)	CONSIDERED IMPORTANT BY EMPLOYERS (%)
1. Job Skills	100.0 (n=54)	95.7 (n=67)
2. Work Experience	100.0 (n=54)	94.3 (n=66)
3. Job Performance	96.3 (n=42)	100.0 (n=70)
4. Dependability	96.2 (n=50)	100.0 (n=70)
5. Personality	91.9 (n=45)	95.7 (n=67)
6. Personal Appearance	90.6 (n=48)	88.3 (n=60)
7. Commitment to Job	90.4 (n=47)	100.0 (n=69)
8. Education	89.1 (n=49)	85.5 (n=59)
9. Good Health	86.7 (n=39)	89.5 (n=60)
10. Leadership Qualities	84.6 (n=44)	95.7 (n=67)
11. Loyalty to State Government	66.0 (n=33)	79.4 (n=50)
12. Indian Preference	65.4 (n=32)	75.8 (n=47)
13. Minority Preference	64.7 (n=33)	76.2 (n=48)
14. Test Scores	57.8 (n=26)	49.1 (n=39)
15. U. S. Patriotism	53.3 (n=24)	68.2 (n=43)
16. Political Party Affiliation	14.9 (n=7)	10.5 (n=7)

In the area of career opportunities for Indians in State employment, supervisory personnel were asked if they felt that Indian employees, as compared with other employees, have the same desire for career advancement in State government. Overall, 63.4% replied that Indian workers do have the same incentive for improving their careers, while about one-fourth (25.4%) disagreed as noted in Table 19. Of those interviewed in this area of Indian employment concern, only one in three (33.8%) agreed that Indians had been successful in terms of career advancement in their agency. Several kinds of explanations were proposed for the shortfall. For example, one manager offered that "Not that many Indians are on the career ladder" and another said, "I think the top qualified Indians are working on the reservations in high, top-level, administrative positions." Nearly 40% of the respondents did not even know whether Indians had been successful in rising up the bureaucratic ladder.

As a follow-up to questions on promotional opportunities for Indian employees, State agency officials were asked how they felt Indians compare with other ethnic groups in terms of receiving promotions. Significantly, more than one-third (34.4%) of the respondents stated that Indians receive fewer promotions.

The sample group of State administrators was asked again (See page 31) if they thought Indian personnel could perform satisfactorily at higher-level, more responsible positions; practically all of the respondents (90.1%) affirmed that, indeed, Indians were capable of performing satisfactorily at upper grade levels. And in response to the question on the attitudes of Indian employees in wanting to hold higher, more responsible positions, eighty-eight percent of the State administrative staff thought that Indians do want such top-level posts.

TABLE 19

ASSESSMENT OF CAREER OPPORTUNITIES FOR INDIANS IN STATE EMPLOYMENT

CAREER ADVANCEMENT ELEMENTS	AGREE (%)	DISAGREE (%)
1. Having friends in right places helps in getting promoted	52.2 (n=35)	47.8 (n=32)
2. Supervisors recommend friends over others when promotions are made	33.9 (n=23)	66.2 (n=45)
3. Indian employees are given better chances at promotions than others	4.8 (n=3)	95.3 (n=60)
4. Indians have the same desire for career advancement as other employees	63.4 (n=45)	25.4 (n=18)
5. Indians have been successful in advancing their own careers	33.8 (n=24)	26.8 (n=19)
6. Indians are considered on an equal basis	62.3 (n=38)	--
7. Indians receive fewer promotions	34.4 (n=21)	--
8. Indians can perform satisfactorily at higher level, more responsible positions	100.0 (n=64)	--
	100.0 (n=64)	--
9. Indians do want to hold higher level, more responsible positions	87.9 (n=51)	12.1 (n=7)
10. Indians accept State employment in order to make it a career	70.6 (n=36)	29.4 (n=15)

In a final assessment of career opportunities for Indian employees of the State government, members of the supervisory-administrative staff were asked if they thought Indians initially accepted employment in order to make a career out of it. A majority (70.6%) of the employers were in agreement that Indians accepted State jobs as a career, while 29.4% disagreed, with no stated reasons given.

I. EXIT OF INDIAN EMPLOYEES:

Attempts were also made to determine some of the reasons why Indian employees leave State service. In all, nine questions in this area were submitted to the employers interviewed. One of the questions pertained to the extent of turnover among Indians compared with other ethnic groups. Eighty-five percent of the interviewees disagreed with the assertion that turnover among State Indian personnel is exceptionally higher than other racial groups. One illustrative manager maintained, "I don't recognize any more turnover among our Indian employees than among other categories. Reasons for turnover may vary considerably but I would not suggest it is any higher in the Indian area than among the other groups."

With respect to the reasons underlying Indian turnover, as far as it could be determined by the State agency administrators questioned, "personal problems" (59.1%) and "job dissatisfaction" (46.1%), in that order of frequency, were cited as the number one and number two reasons accounting for Indian resignations from State employment. "Lack of promotional opportunities" (32.7%) and "difference with co-workers and/or supervisors" (30.2%) follow in order of frequency. In an attempt to confirm the results of the data obtained above, the supervisory staff was asked again what they thought was the single most important reason why Indians leave their State jobs. In this instance, a "New job elsewhere" was given as the primary reason by 38.8% of the respondents, with "personal problems" regarded by 26.5% of those interviewed as the most important reason for Indian resignation. Also, in contrast to the results obtained initially, only one in ten of the sample mentioned "job dissatisfaction" as being one of the main reasons why Indians resign from their State positions.

Finally, when asked where they thought most of the Indian persons go after they resign, one-third of the State agency officials believed that they returned to their reservations and 15.2% thought that Indians secured jobs with the Federal agencies, as typified by the following comment made by one respondent: "When we get a good Indian, the Feds give them more money and get them from us. They can offer more benefits than we can." A considerable proportion (40.9%) responded with "Other" ("I just feel that they are not in the work force. They are not staying around to allow the evolution to occur"). See Table 20.

TABLE 20

REASONS FOR TURNOVER OF INDIAN EMPLOYEES

REASONS	*AGREE (%)*	*DISAGREE (%)*	*MOST IMPORTANT REASON (%)*
1. *Turnover of Indian employees is exceptionally high in comparison to other ethnic groups*	15.1 (n=8)	84.9 (n=45)	---
2. *Indians resign because of personal problems*	59.1 (n=26)	40.9 (n=18)	26.5 (n=13)
3. *Indians resign because of job dissatisfaction*	48.1 (n=25)	51.9 (n=27)	12.2 (n=6)
4. *Indians resign because of lack of promotional opportunities*	32.7 (n=17)	67.3 (n=35)	10.2 (n=5)
5. *Indians resign because of differences with co-workers and/or supervisors*	30.2 (n=16)	69.8 (n=37)	4.1 (n=2)
6. *Indian resign because of transportation problems*	23.5 (n=12)	76.5 (n=39)	4.1 (n=2)
7. *Indians resign to get a new job*	---	---	38.8 (n=19)

J. CONCLUSIONS

One chief problem reflected in the comments of supervisors is a simple lack of knowledge concerning Indian employees. Moreover, there is an apparent lack of information regarding affirmative action and the kinds of guidance that supervisors must give to Indians employed by the State. Indicative of this blurred affirmative action picture is the fact that 40% of the administrators -- the largest proportion replying to the question -- had little idea about where Indians go after they resign and why they resigned from State government employment. This lack of information -- and possibly concern -- is further demonstrated by the 31% of respondents who did not even know the name of the officer responsible for affirmative action in their agency.

Another weakness of State affirmative action programs was high-lighted when employers were asked to assess non-Indian chances of being hired and promoted. Significantly, a full 37% of those interviewed claimed that non-Indians were afforded better chances not only in being hired but also with regard to promotions. These assertions of questionable employment practices, noted by more than one-third of the agency supervisors interviewed, is also supported by a greater proportion of employers (40%) who indicated

that their affirmative action programs were simply ineffective. Of course, the low rates of Indians in the higher decision-making levels adds further weight to these assessments.

While some positive aspects of current affirmative action activities have been noted in this study -- such as reasonably good intentions expressed by agency administrators about carrying out affirmative action plans and acknowledgement of racial disparities in State employment -- nevertheless, a small but substantial portion of the employers displayed gross lack of understanding about and sympathy to affirmative action goals in relation to Indian employees. As an example, one supervisor demonstrated such extremist attitudes with the remark, "Do away with government subsidies on the reservation. That would force them into the job market." Yet, despite such observations by a few State supervisors, an overwhelming majority (93%) of the respondents felt that Indians do make good employees while acknowledging, simultaneously, some cultural differences.

However, although Indian employees may not, in fact, be discriminated against in State agencies, there are strong indications, based on the response of about one-third of the supervisors, that affirmative action programs tend to benefit other racial minorities more than they help American Indians.

Even though a substantial number of State officials, ranging from approximately 25% to 40%, were critical of some essential phases of their agency's current program, a majority of surveyed employers did stress the need to upgrade the State's affirmative action activities in job categories, hiring procedures and grade levels for Indian employees.

In the supervisor evaluation of Indians as State employees, it appears that, generally, lesser negative ratings were accorded to Indian employees than to affirmative action programs. Indeed, most comments indicate that Indian employees have been well motivated, industrious and capable. But there is considerable employer unfamiliarity with Indian workers. For example, one respondent claimed to have interviewed only "two Indians in six years of interviewing for hiring."

Nonetheless, even in this part of the evaluation, data contradicting the well-intentioned, positive comments of State agency supervisors revealed discriminatory attitudes and remarks made against Indian employees in certain State agencies. Slightly more than one-half of the respondents, for instance, thought that the reported high level of alcohol abuse among Indians, in general resulted in negative feelings about Indian employees and, in effect, interfered with Indian employment and promotions. In a way, our findings concerning alcohol use were among the most distressing. The overwhelming majority of supervisors reported that alcohol abuse was

no problem among their Indian employees. Yet a majority professes that rumors and allegations of Indian alcoholism do create negative feelings about Indians and impair their employment opportunities.

Again, more than half of the employers candidly admitted that having friends in the right places helps in getting promoted. Additionally, while both supervisors and Indian employees readily agree on what job factors -- e.g., dependability, job skills and job performance -- should be considered most critical in making promotions, one-fourth of the employers disagreed that Indians had been successful at all. Moreover, 34.4% of the State officials recognized that Indians had received fewer promotions compared with other ethnic minorities as well as Anglos.

Finally, based largely on the frequency of comments offered by supervisors in the ten State agencies studied, it is apparent that affirmative action programs regarding Indian employees are looked upon with doubt, naivete, vacillation and, in a few instances, outright hostility. Yet, despite the subtle kinds of prejudice expressed by a relatively small percentage of State agency supervisors, the trend of affirmative action programs as far as Indian employees are concerned appears to be moving somewhat more in a positive direction.

It is with such optimism that the analysis for this section has been made. This section focused on problem areas as mandated in the project objectives, while accepting without further articulation or fanfare, those positive program commitments, strengths, and thoughtful recommendations expressed by some of the respondents.

CHAPTER VI

EX-STATE EMPLOYEE SURVEY RESULTS

This section of the report deals specifically with ex-State employees and addresses itself to the experiences of Indian employees so that (a) certain aspects of their work experience could be analyzed and (b) some factors concerning the effectiveness of State employment programs could be discovered. This part of the study was aimed at soliciting information from a sample of former employees of ten selected State agencies "for the purpose of understanding their past employment experiences, including reasons for terminations." Mail questionnaires were sent during the month of February, 1978, to 51 former State employees.

Unfortunately, several factors constrained our ability to gather information. Most critically, during this essential phase of the project, the field coordinator responsible for the survey was terminated. Subsequent to losing the field coordinator, the narrow time frame and lack of satisfactory resources made a fuller effort in this area impossible. In all, we were able to secure responses from 25 Indian ex-State employees. While this aspect of the study is somewhat weakened because we could not examine the responses of a larger sample, the nearly 50% response rate is well within accepted standards -- particularly for such a widely dispersed and heterogeneous group.

As a result of the small sample, we must be cautious about drawing very firm conclusions from this data. However, the issues raised by the respondents are important to any understanding of Indian employment by the State. At the very least, the statements made by this group will provide clues to the effectiveness of State employment practices and to the reasons why Indians leave State positions. Following, then, is a brief report on the findings.

A. SELECTED CHARACTERISTICS OF RESPONDENTS:

Attempts were made to ascertain some relevant employment characteristics and work experiences of ex-State employees. A total of 24 Indian persons, composed of 13 males and 12 females, averaging 34.5 years in age, responded to our background questions. Typically, the surveyed employee was likely to be married (48%) or single (36%) and born on an Indian reservation.

In all, eighteen respondents reported that they had worked for the Department of Economic Security (DES); this number included eight females and ten males. The average length of time the respondents worked for DES

was 3.1 years. Among male employees, the highest grade level achieved was Grade 18 -- for females, the highest positions attained were Grades 12 and 13. Both categories of respondents had been employed in these top level positions for no more than one year, which leads us to speculate that the positions were of a temporary nature and most likely jobs situated within a State-sponsored federally-funded project.

B. EMPLOYMENT STATUS OF RESPONDENTS:

Table 21 presents information on the present employment status of surveyed former State employees. Overall, 84 percent of those interviewed indicated that they are currently employed, and the remainder are in the process of seeking employment. No less than 56% of those interviewed indicated that they would like to stay at their present job "as long as possible" or "for a long time,". One ex-State employee even hoped to remain until "retirement from his present job."

TABLE 21

EMPLOYMENT STATUS OF EX-STATE EMPLOYEES

RESPONSES	RESPONDENTS EMPLOYED	(%)	FULL-TIME POSITION	RESPONDENTS CURRENTLY SEEKING EMPLOYMENT
Yes	21	(84.0)	19	4
No	4	(16.0)	--	6
No Response	--	--	6	15
Total	25	(100.0)	25	25

C. EMPLOYEE EVALUATIONS OF PRESENT AND FORMER EMPLOYMENT:

Comparisons were made between the respondents' present employment incentives and those experienced while a State employee. Table 21 illustrates rather conclusive agreement that their current jobs are better than their past State employment. In general, 60-65% of the respondents said that their present employment -- in contrast to past State employment -- was a "more challenging job," and provided "better promotional opportunities" and "more responsibilities,". A significant majority indicated that their current work also provided better pay, helpful supervisors, and friendlier co-workers. As a matter of fact, 68% of the group sampled reported that they liked their present job "very much," a pattern which strongly indicates job satisfaction. Overall, Indian ex-employees of the State appear considerably more content with their current work. As we will see below, this does not mean that these respondents find State work undesireable. It is simply that their present jobs constitute improvements over their previous employment.

TABLE 22

COMPARISON OF INCENTIVES BETWEEN PRESENT AND STATE EMPLOYMENT

INCENTIVES	YES (%)	SAME (%)	NO (%)	DON'T KNOW (%)	NO RESPONSE (%)	TOTAL (%)
More challenging job	16 (64.0)	3 (12.0)	-	2 (8.0)	4 (16.0)	25 (100.0)
Better promotional opportunities	15 (60.0)	1 (4.0)	1 (4.0)	1 (4.0)	7 (28.0)	25 (100.0)
More responsibilities	15 (60.0)	3 (12.0)	3 (12.0)	-	4 (16.0)	25 (100.0)
Better pay	14 (56.0)	3 (12.0)	1 (4.0)	3 (12.0)	4 (16.0)	25 (100.0)
Helpful supervisors	14 (56.0)	4 (16.0)	2 (8.0)	1 (4.0)	4 (16.0)	25 (100.0)
Friendlier coworkers	12 (48.0)	9 (36.0)	-	-	4 (16.0)	25 (100.0)

D. VIEWS ON TRAINING AND PROMOTIONAL OPPORTUNITIES:

This portion of the study of ex-State employees focuses upon attitudinal responses to a few selected questions concerning training and promotion opportunities in State employment as experienced by the Indian respondents. A substantial number of the interviewees (56%) indicated that they had never received any type of training for upgrading their individual skills during tenure as State employees.

Generally, most of the ex-State employees (60%), as opposed to 12% who thought otherwise, placed importance on training as being helpful in getting a job.

Consistent with the findings revealed in the area of training opportunities, 60% of the respondents replied that they had never been promoted. As shown in Table 23, only two prior State employees had ever requested a promotion -- and both were turned down. The respondents were also asked if they thought Indian employees were given an equal chance at promotional opportunities as compared with other ethnic groups: only 24% could answer in the affirmative.

The respondents were further asked what single most important job factor the supervisors take into consideration when promotions are considered. Various answers were offered. In the main, two items were frequently mentioned, namely, job performance ("If a worker can do the job with least supervision") and job skill.

Based on the number and types of comments noted in the questionnaires, in no other areas of this section of the study were the respondents more expressive in stating their views than in the subjects of training and promotional opportunities. Their strong feelings likely reflect the respondents' frustration with the remote prospects of being trained or getting promoted to higher positions. The most frequent reasons offered for the lack of training and promotions were short-term jobs ("program expired" or "no other position for promotion")and lack of seniority ("not there long enough").

TABLE 23

ADDITIONAL RESPONSE TO SELECTED FACTORS ON TRAINING AND PROMOTION IN STATE EMPLOYMENT

SELECTED FACTORS	YES (%)	NO (%)	DON'T KNOW (%)	NO RESPONSE (%)	TOTAL (%)
Ever request training	2	10	-	13	25
	(8.0)	(40.0)	-	(52.0)	(100.0)
Received training	8	14	1	2	25
	(32.0)	(56.0)	(4.0)	(8.0)	(100.0)
Was training helpful	7	6	5	7	25
	(28.0)	(24.0)	(20.0)	(28.0)	(100.0)
Was training helpful in getting a job	15	3	4	3	25
	(60.0)	(12.0)	(16.0)	(12.0)	(100.0)
Did training help non-Indians	11	2	8	4	25
	(44.0)	(8.0)	(32.0)	(16.0)	(100.0)
Ever request promotion	2	16	-	7	25
	(8.0)	(64.0)	-	(28.0)	(100.0)
Ever promoted	8	15	-	2	25
	(32.0)	(60.0)	-	(8.0)	(100.0)
Received promotion	3	2	1	19	25
	(12.0)	(8.0)	(4.0)	(76.0)	(100.0)
Do Indians get fair chance at promotion	6	7	11	1	25
	(24.0)	(28.0)	(44.0)	(4.0)	(100.0)

E. DESIRABILITY OF STATE EMPLOYMENT:

In general, the sample viewed working for the State government to be desirable, as indicated in Table 24 by those respondents (60%) who thought that State agencies were good places for Indians to work. Just eight percent of the respondents did not agree. This opinion was supported by 56% who acknowledged that they would return to work for the State if the correct opportunity occured. An even larger ratio of ex-State employees (64%) asserted that they would encourage other Indians to work for the State.

However, the favorable attitude of the respondents toward State employment was off-set by negative opinions regarding whether they thought State agencies employ many Indians. Only 16% answered in the affirmative, while a significant majority disagreed with comments such as, "not enough positions are available for Indians," and "there is no Indian representative in the Personnel Department." An even greater number replied that they didn't know if the State employs many Indians. Most revealing, however, was the substantial majority of previous State employees (64%) who thought that State agencies should hire more Indian people.

TABLE 24

ATTITUDINAL RESPONSE ON THE DESIRABILITY OF STATE EMPLOYMENT

	YES (%)	NO (%)	DON'T KNOW (%)	NO RESPONSE (%)	TOTAL (%)
Do State agencies employ many Indians	4 (16.0)	9 (36.0)	10 (40.0)	2 (8.0)	25 (100.0)
Should State agencies hire more Indians	16 (64.0)	1 (4.0)	7 (28.0)	1 (4.0)	25 (100.0)
Are State agencies good places for Indians to work	15 (60.0)	2 (8.0)	8 (32.0)	- -	25 (100.0)
Would go back to work for the State	14 (56.0)	2 (8.0)	5 (20.0)	4 (16.0)	25 (100.0)
Would encourage other Indians to work for the State	16 (64.0)	2 (8.0)	5 (20.0)	2 (8.0)	25 (100.0)

F. EMPLOYER PREFERENCE:

Table 25 displays a distribution of preferences for employers and also reflects respondent opinions about the type of agency which they feel to be the least desirable to work for. As indicated in the Table, nearly one-half preferred to work for the Federal government, while only a little better than 25% of the respondents mentioned State government as the most desirable employer. Such responses appear to support some observations by State supervisory officials who think that ex-State employees of Indian descent prefer to work for Federal agencies. As shown in the Table, 24% of the respondents thought that being self-employed was the least desirable -- and 16% indicated that they preferred not to work for private businesses.

In seeking to explore this area further, each interviewee was asked to indicate the most important reason why he/she resigned from his/her State job. Although each answer differed in varying degrees, the replies were classified into several categories. The three most mentioned reasons were: Program completion ("funds ran out"); job dissatisfaction ("Supervisor was unreasonable"; "boredom," "only promoted twice and I really worked my butt off"); and personal reasons ("personal conflict and quest for federal employment," "reached plateau," "back to school").

TABLE 25

PREFERENCE OF EMPLOYER

AGENCY	AGENCY MOST PREFERRED	(%)	AGENCY LEAST PREFERRED	(%)
Federal	12	(48.0)	2	(8.0)
State	7	(28.0)	2	(8.0)
County	-	-	1	(4.0)
City	-	-	3	(12.0)
Private	-	-	4	(16.0)
Self-employment	4	(16.0)	6	(24.0)
No Response	-	-	5	(20.0)
Other	2	(8.0)	2	(8.0)
Total	25	(100.0)	25	(100.0)

G. CULTURAL BACKGROUND OF RESPONDENTS:

Inquiries were also made into the cultural background of the respondents to seek clues involving possible conflicts as a result of Indian

migration from reservation life to urban areas. The questions consisted of whether or not the respondent was born on an Indian reservation, if the respondent had ever lived on a reservation, and if the respondent preferred to live off-reservation.

Not surprisingly, a total of 80% of the sample indicated that they were born on a reservation; only 12% stated that they had never lived nor were they born on an Indian reservation. Approximately one out of every four respondents (24%) indicated that they preferred to live off-reservation, while 20% of the ex-State employees would choose to live on a reservation if they could.

A substantial number (36%) thought that it made no difference whether they lived on or off an Indian reservation.

TABLE 26

CHARACTERISTICS OF RESPONDENTS BY LOCATIONAL PREFERENCE

RESPONSE	BORN ON RESERVATION	(%)	EVER LIVED ON RESERVATION	(%)	PREFER LIVING OFF RESERVATION	(%)
Yes	20	80.0	6	24.0	6	24.0
No	4	16.0	3	12.0	5	20.0
Unsure	-	-	-	-	2	8.0
No Difference	-	-	-	-	9	36.0
No Response	1	4.0	16	64.0	3	12.0
Total	25	100.0	25	100.0	25	100.0

H. EMPLOYMENT ISSUES IDENTIFIED:

In analyzing the employment experiences of ex-State employees, a step-by-step approach was used to provide for greater clarity. This process included evaluating four basic phases: 1) Exit of former employees; 2) State employment experiences; 3) Evaluation of present job and 4) Comparison of present job with past State employment.

Although reliable data on turnover rates of Indian employees in State government could not be found for this study, some reasons for Indian terminations from State jobs were furnished by the respondents. For instance, three of the most mentioned reasons given were: 1) Project completion or depletion of funds; 2) Job dissatisfaction, and 3) Personal reasons. As noted earlier under "Selected Characteristics of Respondents," it was observed that the duration of high grade level positions obtained by former Indian employees was brief, likely because of temporary jobs.

The implications of temporarily placing Indian employees in State jobs is under-scored dramatically by the reasons offered by respondents leaving State employment. The problem is further evidenced not only in comments made by the respondents but also in the data compiled. For example, although the ex-State employees were found to be well-educated (12-14 years of formal education), mature (34 years old), geographically stable (in the sense that it made little difference whether they lived on or off an Indian reservation), and even had positive comments to offer about State employment, the fact is that the average stay of State employment for all Indian workers interviewed was only 2½ to 3 years. Moreover, on the average, less than one-third (30%) of the respondents had been employed by State agencies for four years or more.

An overwhelming majority of the respondents were critical of the State's failure to hire greater numbers of Indians. These views are summarized by the fact that 64% of the sample said that State agencies should hire more Indian people. Their reasons for criticizing State practices were varied -- in terms of frequency and types of responses, some of the main reasons given were: 1) Indians are not properly screened; 2) Job qualifications are unreasonably high; 3) There is no Indian representation in the Personnel Department and 4) Only lower level positions are available for Indians.

In commenting on their State employment experiences, most of the respondents indicated that they had never received any type of training, even though a like number thought training would have been helpful to themselves and to other employees. Whether provisions for such training opportunities are a responsibility of State agencies, or is left up to the individual State employee to request, was not determined in this survey. More importantly, however, was the fact that at least 60% of the respondents stated that they had never been promoted while employed by the State, and the disclosure that when two of the respondents had requested an upgrade in their position, both were refused.

With respect to their current employment, it was evident that a large majority of the respondents liked their present job "very much" and even looked forward to a long tenure with their present employer.

The responses from the 25 ex-State employees interviewed shows an overwhelming preference for their present work over State employment. As a matter of fact, no less than 60% of the former State employees indicated that their present jobs were more challenging, and provided better opportunities and more responsibilities. A substantial majority even said that their current positions offered better pay, more helpful supervisors, and friendlier co-workers.

CHAPTER VII

RECOMMENDATIONS

Satisfied employees are more likely to perform well and remain in their jobs provided certain basic work incentives are offered by employers, such as:

(1) Fair Pay comparable to wages and salaries in private industry;

(2) psychological, social and economic security whereby an employee knows that he/her has a permanent job and feels secure in his/her position;

(3) understanding of employment requirements so that an employee knows how well he/she is performing and is guided rather than confused about job expectations by such requirements;

(4) participation in such a way that an employee feels she/he is part of a team, not just a hired hand;

(5) recognition and opportunity for training and promotion so that when a better job opportunity occurs, he/she will be given a fair chance at it;

(6) good working environment conducive to good health, comfort and safety requirements and

(7) understandable supervisors who are not tainted by favoratism or paternalism but are sincere, honest, conscientious and capable in exerting professional leadership.

Unfortunately, the conclusions of our study as described in the last three chapters shows that the ten State agencies surveyed have failed in many cases to provide for some key work incentives for Indian employees.

To lessen the problems brought out by the respondents and delineated in this report, the Commission of Indian Affairs urges appropriate State government authorities to put into effect, the following recommendations:

(1) that in keeping with sound personnel management practice and in response to the need for better service on State employment information, the Personnel Division of the Department of Administration

be directed to step up and coordinate a statewide recruitment campaign aimed at improving parity levels for Indians in State employment and encouraging more Indian workers to apply for State jobs, specifically in positions where there is Indian under-representation by developing procedures for disseminating and distributing job announcements within a given time frame to all Arizona communities that include Indian reservations and related Indian organizations.

State job announcements should allow ample time and thus equal opportunity, for Indian candidates in relatively isolated areas to apply and compete with applicants of other ethnic groups for State jobs.

As suggested by one supervisor respondent, the Personnel Division in partnership with the Bureau of Indian Affairs should consider developing the means by which State job opportunities are announced such as through federally-funded job banks or direct communication and cooperation with BIA employment assistance offices located on Indian reservations, or through radio announcements and tribal newspapers.

(2) effective and efficient State personnel policies should reduce employee complaints to a minimum and result in less rumors, misinformation and lack of information about State agencies. Regrettably, while State personnel policies spell out how employees can proceed with grievances, supervisory personnel are not required to inform new employees of such grievance procedures or on individual civil rights that include provisions for due process, appeals and equal protection of the law under justifiable circumstances. Over 40% of Indian employees interviewed in this study complained that they were not briefed on such important matters, along with 38% of the respondents who replied that they were not even informed on basic grievance procedures already incorporated in State Personnel regulations.

To correct this unfair balance between employer and employee and specifically for the protection of all Indian employees, the Commission of Indian Affairs strongly recommends that in accordance with Exec. Order #77-11 (Amended), State agency directors be required to inform all new employees within five days of hiring date, of their basic civil rights with regard to State employment, that include grievance and appeal procedures.

(3) probably the most disturbing issue brought out in this study by the respondents is the failure of State agencies

to provide training for Indian employees, including supervisory education and more importantly, promotions.

Training should prepare and develop workers for promotions since sound training is often followed by improved performance. State agency employers should be willing to pay at least part of the cost for attaining such results.

Employees should be assisted and encouraged to take night school, correspondence courses or to attend seminars to improve their skills. State agencies can also further their training programs by (1) rotating jobs; (2) broadening work functions and responsibilities; (3) redesigning jobs and (4) establishing policies and procedures for training and promotional programs.

Upon this basis, then, the Arizona Commission of Indian Affairs recommends that the State Personnel Division be responsible for initiating, developing and specifying Agency guidelines for well-planned and systematically-organized training and promotional programs for the purpose of increasing job training opportunities and facilitating more promotions for Indian employees -- especially in job categories where there is insufficient Indian representation or where parity objectives are yet to be realized.

(4) One of the purposes for State employment should be to ensure growth and self-improvement of all employees, through meaningful work or "job enrichment" practices. In order for a State agency to attract, motivate and retain capable Indian workers, comfortable human relations attitudes should permeate throughout the whole agency and a supervisor should be aware at all times that he is the focus from which such people-oriented attitudes diverge. To do this successfully, calls for intelligent and understanding supervisors taking a personal interest in and knowing how to work with Indian people as individuals. For instance, supervisors should be able to evaluate Indian employees on the basis of job performance factors rather than on personality characteristics. In other words, supervisors should use specific and more objectively-established performance results rather than relying on the "trait approach" which emphasizes labels such as "dependable," "ambitious," "loyal" and so forth.

In recognition of the need for such qualified supervisors, the Commission of Indian Affairs recommends that State government promote a sound human relations atmosphere within its employment structure, by providing for supervisory staff working with Indian employees, the following job requirements:

(a) regular personnel seminars on Indian employment related issues such as: Indian affirmative action goals and purposes;

Indian social and economic status and their consequences; Indian history and contributions to society in general, etc.

(b) periodic lectures which give meaningful insight and enhance understanding of the varied feelings, emotions, experiences, hopes, fears and values of Indian people;

(c) a desirable, attractive working environment conducive to good health, comfort, safety requirements and aesthetic considerations. In recognition of Indian employees, State agency heads should give serious thought to incorporating Indian-related, symbolic motifs, strategically placed and designed to reinforce Indian self-esteem.

(d) a cooperative atmosphere in which "two-way communication" with Indian employees are fostered. Communication is the basis on which human relations programs operate. Unfortunately, it is apparent, as a result of this study that State agencies are not providing the right job setting in which Indian employees feel a strong sense of "belonging" or an atmosphere that is educational and stimulating to the Indian employee. Stepped-up informal communications between supervisors and Indian employees should be a "must" under this recommendation.

(e) State policies and procedures that encourage Indian employee job security based on merit and seniority systems, effective leadership, recognition and opportunity for advancement, "equal pay for substantially equal work," and permanent rather than temporary jobs which help Indian employees to grow as individuals. However, good employee relations should begin with the State agency's genuine concern and understanding of all personnel, and not necessarily from official regulations alone.

VIII - APPENDIX

APPENDIX A

MINORITY GROUP EMPLOYMENT IN ARIZONA STATE AGENCIES, 1969 - 1976

TOTAL EMPLOYEES		WHITE		BLACK		HISPANIC		AMERICAN INDIAN		ASIAN	
		No.	%	No.	%	No.	%	No.	%	No.	%
1976	32,853	27,804	84.6	1,139	3.47	3,151	9.59	490	1.49	269	.82
*1975	34,157	29,059	85.1	1,237	3.62	3,096	9.06	512	1.50	253	.74
1974	28,264	24,551	86.9	916	3.24	2,265	8.01	351	1.24	181	.64
1973	31,102	27,674	89.0	808	2.6	2,092	6.7	353	1.1	175	.6
1972	29,587	25,822	87.3	938	3.2	2,243	7.6	414	1.4	170	.6
1971	26,918	23,483	87.2	909	3.4	1,943	7.2	418	1.6	165	.6
1970	20,156	17,653	87.6	733	3.6	1,308	6.5	306	1.5	156	.8
1969	20,420	17,800	87.2	719	3.5	1,401	6.9	358	1.8	142	.7
STATE PARITY – MINORITIES				2.5		16.2		2.8		.7	

Source: Minority Group Employment in Arizona State Agencies (1969-1975) editions). State of Arizona, Civil Rights Division, Department of Law. Statistics are drawn from the 1970 census figures for state parity.

* NOTE: Eleven agencies and boards did not report in 1975 resulting in an adjusted 1975 total of approximately 35,322.

APPENDIX B

GRADE LEVEL DISTRIBUTION OF ARIZONA AGENCIES AND UNIVERSITIES

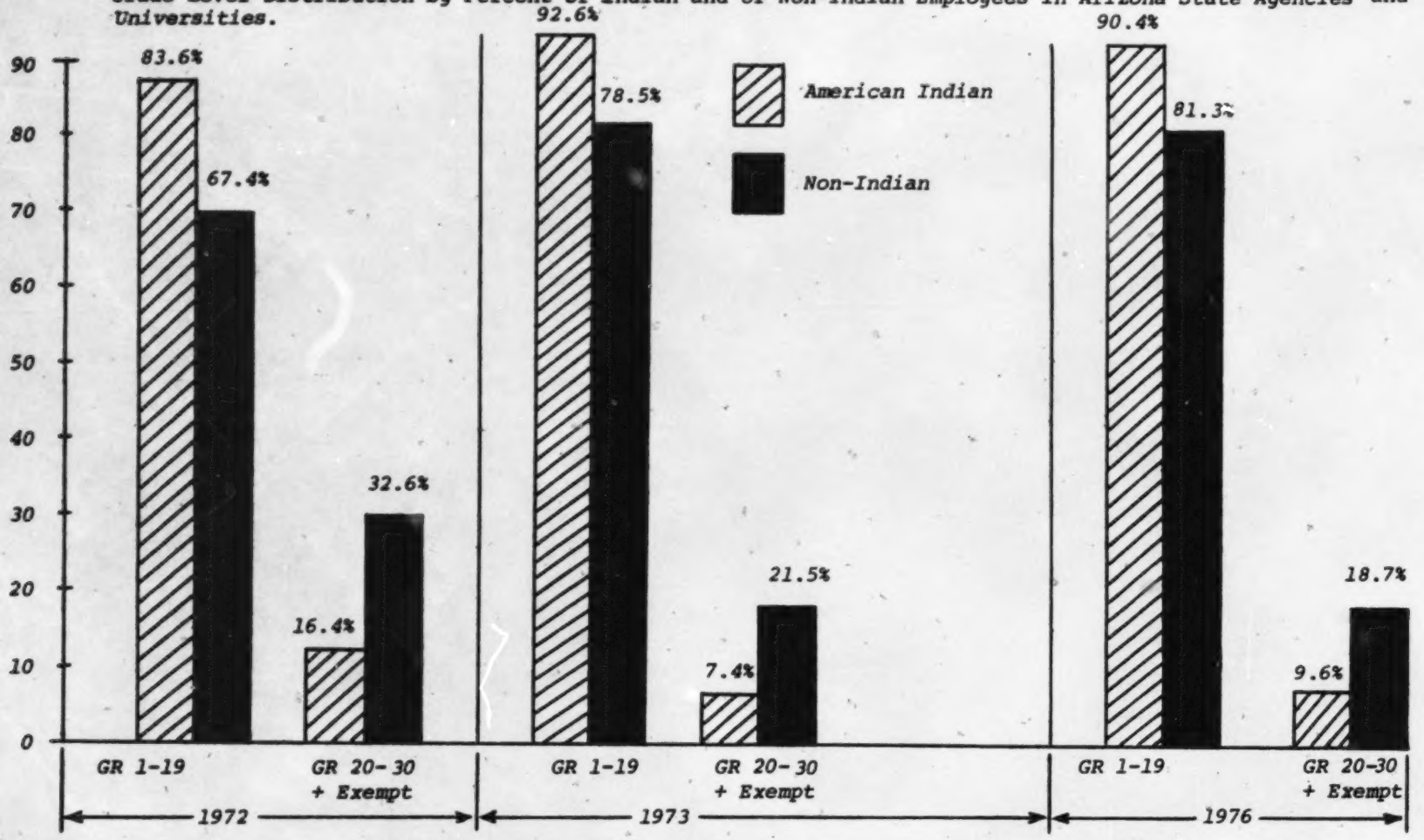
GRADE	WHITE			BLACK			HISPANIC			INDIAN			ASIAN		
	M	F	%	M	F	%	M	F	%	M	F	%	M	F	%
1 - 5	1,321	1.865	78.2	52	154	5.1	181	373	13.6	17	44	1.5	32	35	1.6
6 - 10	1,393	4,523	78.0	185	290	6.3	409	617	13.5	54	72	1.7	11	34	0.6
11 - 15	4,992	2,972	82.7	148	122	2.8	819	308	11.7	160	64	2.3	25	24	0.5
16 - 20	4,589	1,554	91.7	82	61	2.1	249	49	4.4	33	15	0.7	44	21	1.0
21 - 25	2,666	337	96.0	16	3	0.6	59	5	2.0	10	2	0.4	25	6	1.0
26 - 30	550	24	97.1	5	0	0.8	3	1	0.6	0	0	0.0	2	0	0.3
Sub-Total	16,189	11,618	---	501	638	---	1,774	1,377	---	228	202	---	146	123	---
Exempt A	372	109	---	8	6	---	37	13	---	12	6	---	1	1	---
Exempt B	306	221	---	5	2	---	17	11	---	2	3	---	0	2	---
Grand Total	27,807			1,139			3,151			490			269		
%	84.63%			3.47%			9.59%			1.49%			.82%		

Source: State of Arizona - Office of Affirmative Action Annual Report, 1976.

Note: Grades 1 - 19 include technicians, office and clerical, operatives, laborers and service workers. Grades 20 - 30 and exempt categories include commissioners and board members, executives and managers and professionals.

APPENDIX C

Grade Level Distribution by Percent of Indian and of Non-Indian Employees in Arizona State Agencies and Universities.



Note: Grades 1-19, though containing a substantial number of professional personnel, is comprised basically of technicians, sales workers, office and clerical, craftsmen, operatives, laborers, and service workers. Grades 20-30 and exempt categories include commissioners and board members, executives and managers, and professionals.

Source: State of Arizona, Civil Rights Division, Dept. of Law, Minority Group Employment in Arizona State Agencies (1972, 1973, 1976 editions). Percentages are for July of each year.

Source: Office Of Affirmative Action Annual Report 1976; State of Arizona Office of Affirmative Action.

APPENDIX D

COMBINED STATE AGENCIES AND UNIVERSITIES

GRADE	WHITE		BLACK		HISPANICS		AMERICAN INDIAN		ASIAN		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
1	940	475	2	8	27	42	3	5	27	14	999	544
2	23	82	3	9	4	30		6		2	30	129
3	120	261	21	37	80	88	11	9	2	7	234	402
4	89	588	6	26	13	112	1	6	2	8	111	740
5	149	459	20	74	57	101	2	18	1	4	229	656
6	199	635	37	75	35	113	4	13	1	4	276	840
7	382	1,796	57	105	178	292	14	36	4	12	635	2,241
8	146	321	32	51	62	34	11	10	1	4	252	420
9	352	1,252	20	43	82	146	20	9	4	9	478	1,459
10	314	519	39	16	52	32	5	4	1	5	411	576
11	734	645	34	17	155	48	50	3	4	6	977	719
12	543	717	24	33	113	92	28	27	6	4	714	873
13	1,533	727	50	18	238	41	30	8	7	6	1,858	800
14	663	545	14	41	110	94	25	17	3	2	815	699
15	1,519	338	26	13	203	33	27	5	5	6	1,780	395
16	998	517	33	25	84	21	4	5	17	7	1,136	575
17	1,101	470	18	15	57	12	10	2	7	5	1,193	504
18	686	228	12	9	31	4	5	3	4	4	738	248
19	854	145	11	4	44	5	5	2	4	3	918	159
20	950	194	8	8	33	7	9	3	12	2	1,012	214
21	567	110	8		23	2	2	1	6		606	113
22	746	122	3	3	12	3	5	1	9	3	775	132
23	288	34	1		5				3	2	297	36
24	877	57	1		15		2		3		898	57
25	188	14	3		4		1		4	1	200	15
26	179	9	2		2				3		186	9
27	183	6	2		1				3		189	6
28	82	5				1			2		84	6
29	35	3									35	3
30	71	1	1								72	1
Exempt A	372	109	8	6	37	13	12	6	1	1	430	135
Exempt B	306	221	5	2	17	11	2	3		2	330	249
Totals	16,189	11,618	501	638	1,774	1,377	288	202	146	123	18,898	13,455
GRAND TOTAL	27,804		1,139		3,151		490		269		32,853	
PERCENT	84.63		3.47		9.59		1.49		.82		100.00	

EXECUTIVE ORDER

NO. 77-11

AMENDING EXECUTIVE ORDER 75-11

This order amends in part Executive Order No. 75-11.

I, Wesley Bolin, Governor of the State of Arizona, do hereby amend Executive Order No. 75-11 which established the Office of Affirmative Action and do hereby Order and Direct:

I. Executive Order No. 75-11 is hereby amended to read as follows:

WHEREAS, equal employment opportunity statutes and regulations not only require employers to refrain from deliberate acts of employment discrimination but also impose upon them an obligation to take positive steps to assure that current employment practices are non-discriminatory and that the effects of past employment discrimination are not perpetuated;

NOW, THEREFORE, I, Wesley Bolin, Governor of the State of Arizona, do hereby create the Arizona State Office of Affirmative Action and order and direct:

1. The Office shall be administered by a Director, appointed by the Governor, who shall act as an advisor to the Governor on equal employment policies and practices and on the State Affirmative Action policies and programs.

2. The Affirmative Action Office may, subject to the approval of the Governor, appoint such staff and clerical personnel as necessary to administer the program.

3. The purposes, functions and responsibility of the Office and the Director shall be to:

   A. Formulate policies, plans and programs designed to promote equal employment opportunities and practices and affirmative action in employment by state government.

   B. Administer plans and programs designed to promote equal employment opportunities and practices and affirmative action in employment by state government.

   C. Formulate policies and plans and administer programs to ensure nondiscrimination in employment because of race, age, color, religion, sex or national origin or handicapped status by government contractors and subcontractors.

   D. Provide information and advice to state government on matters of equal employment opportunities and practices and the implementation thereof.

   E. Conduct research on its own initiative or at the request of the Governor or state agencies on compliance of personnel policies and practices with equal employment legislation, regulations and guidelines.

   F. Utilize any and all media of communication and publication in dissemination of information on equal employment practices and Affirmative Action.

4. The Director may:

   A. On behalf of the Governor and the State accept grants and matching funds for the conduct of programs which are designed to develop and implement equal employment opportunities and Affirmative Action policies and programs.

   B. Expend available funds, use its facilities and provide services to promote equal employment opportunities in State Government and to provide matching contributions under Federal and other programs designed to promote equal employment opportunities and practices.

   C. Make quarterly reports to the Governor on its activities, its finances and the scope of its operations.

5. An Affirmative Action Advisory Council is established which shall be appointed by the Governor to advise and assist the Office of Affirmative Action in carrying out its duties and responsibilities.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Arizona.

Jack Williams

GOVERNOR

DONE at the Capitol in Phoenix this fourteenth day of December in the Year of Our Lord, One Thousand Nine Hundred and Seventy-seven and of the Independence of the United States of America the Two Hundred and Second.

ATTEST:

Secretary of State

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